

January 31, 1973

# **RICHMOND COASTLINE PLAN**

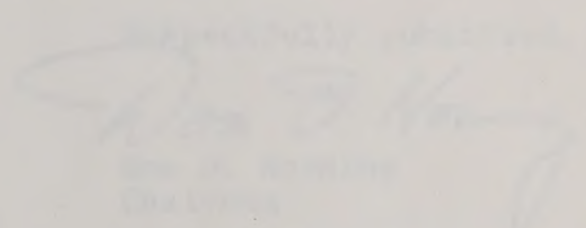
## **R I C H M O N D ,   C A L I F O R N I A**

**J A N 31, 1973**

The Mayor's Housing and Development Committee is pleased to submit this report to the City Council on the Richmond Coastline Plan which was prepared by the Richmond Housing and Urban Development Committee under the provisions of Section 701 of the Housing Act of 1954, as amended, and through the auspices of the Council on Intergovernmental Relations, State of California.

Through January 1973 we have not only a coastline plan, but also a report on the plan, in order to give adequate consideration to the needs of all and avoid duplication of the Coastline Plan.

This report is the result of the full Committee and staff's efforts to prepare a plan for the City of Richmond.

*Respectfully submitted,*  
  
Don J. Henry  
Chairman

The preparation of this report is financed in part through a comprehensive planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954 as amended, and through the auspices of the Council on Intergovernmental Relations, State of California.



January 31, 1973

Honorable Mayor and Members of  
the Richmond City Council  
City Hall  
Richmond, California 94804

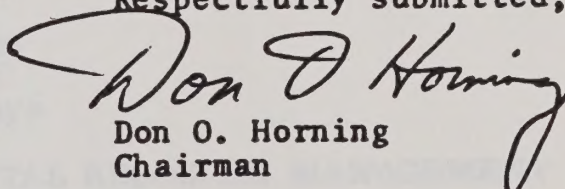
Gentlemen:

The Mayor's Waterfront Development Committee is pleased to submit its Policy Plan for the Coastline Area which was prepared with the assistance of a comprehensive planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended, and through the auspices of the Council on Intergovernmental Relations, State of California.

From September 1971 through January 1973 we have met once a month, and often more frequently, in order to give adequate consideration to the environmental and social complexities of the Coastline Area.

This report has the approval of the full Committee and contains our policy recommendations to the City Council.

Respectfully submitted,



Don O. Horning  
Chairman





# CONTENTS

List of Illustrations	ii
INTRODUCTION	
Origin and Scope of the Coastline Plan	1
Related Documents	4
Description of the Coastline Area	7
SUMMARY	
Objectives of the Plan	9
Major Policies	11
PLAN SECTIONS AND ELEMENTS	
Section A. LAND USE	
I. Port, Marine Terminals, and Industry	17
II. Commerce and Commercial Recreation	31
III. Residential	39
IV. Community Service Facilities	47
Section B. CIRCULATION	
I. Transportation	55
II. Public Access	63
III. Scenic Highways	68
Section C. ENVIRONMENTAL RESOURCE MANAGEMENT	
I. Conservation	73
II. Open Space	85
III. Regional Recreation	91
IV. Safety	103
V. Noise	109
VI. Form and Appearance	121
Section D. EMPLOYMENT RESOURCES	
I. Job Supply and Demand	131



# ILLUSTRATIONS

## INTRODUCTION

Plate 1	Location of Richmond Coastline Area	6
---------	-------------------------------------	---

## SUMMARY

Plate 2	Location of Major Development and Conservation Policies	10
---------	---	----

## PLAN SECTIONS AND ELEMENTS

### Section A. LAND USE

Plate 3	Existing Port, Marine Terminals, and Industry	16
Plate 4	Policy Concepts, Project Area 11-A	26
Plate 5	Commerce and Commercial Recreation Facilities	30
Plate 6	Residential Development Policies	38
Plate 7	Community Service Facilities	46

### Section B. CIRCULATION


Plate 8	Transportation and Scenic Highways	54
Plate 9	Public Shoreline Access	62





## INTRODUCTION

<b>Section C.</b>	<b>ENVIRONMENTAL RESOURCE MANAGEMENT</b>	
Plate 10	Existing Environmental Resources	72
Plate 11	Existing Use of Open Space	84
Plate 12	Existing East Bay Regional Parks and E.B.R.P.D. Trail Plan, 1972	90
Plate 13	Proposed Regional Recreation System	94
Plate 14	Existing Safety Considerations	102
Plate 15	Selected Existing Noise Sources	108
Plate 16	Heliport Noise Contours	112
Plate 17	Noise Level Contours, Hoffman Corridor	118
<b>Section D.</b>	<b>EMPLOYMENT RESOURCES</b>	
Plate 18	Job Development Areas and Circulation Features	130
Plate 19	Growth Policies in Employment by Sector	136



Digitized by the Internet Archive  
in 2024 with funding from  
State of California and California State Library

<https://archive.org/details/C124885037>

# **INTRODUCTION**

## **ORIGIN AND SCOPE OF THE COASTLINE PLAN**

In recent years there has been a growing interest in conservation and use of resources in ways which will enhance, not degrade the environment. This interest has been expressed in the National Environmental Quality Act of 1969 and the California Environmental Quality Act of 1970, both of which require that future plans and programs will include consideration of environmental and social factors as well as economic factors. Also, for a number of years there has been a strong voice for environmental awareness in the Richmond community.

Recognizing the importance of this interest, and recognizing that Richmond's long Bay shoreline is especially susceptible to environmental degradation, the City of Richmond undertook the Richmond Coastline Study. The study was begun in July of 1971 with a Comprehensive Planning Assistance Grant from the U. S. Department of Housing and Urban Development under Section 701, Housing Act of 1954, as amended.

An additional impetus for the Richmond Coastline Study was the recognition that new modes of land-sea transportation and availability of land in the Richmond harbor area will make Richmond's port facilities increasingly significant in Bay Area economic activities. In 1971, the Richmond Port Commission, with the assistance of the Economic Development Administration, undertook a study of the economic feasibility of converting existing port facilities into a major container ship terminal. The Richmond Coastline Study provides environmental and social information as a balance to the study of port economics.



The Richmond Coastline Plan is concerned with more than the port area, despite its importance. The Coastline Plan proposes policies for all of the Coastline Area, including its 32 miles of shoreline and related land and water areas. The purpose of the Coastline Study is to develop a policy plan for the conservation and development of this Coastline Area, with orientation towards ecological and community values, and focusing on the resolution of the key issues which evolve from conflicting desires for environmental protection and urban growth.

Three goals were established to guide the study in achieving its purpose:

1. Collection and analysis of the most recent available information on the location and nature of important environmental factors.
2. Collection and analysis of information on community needs and goals as expressed by representatives of major property owners, businessmen, neighborhood residents, and concerned citizen groups from within and without the Coastline Area.
3. Formulation of public policy concerning the conservation and development of the Coastline Area documented in a form which is understandable and readily available to the public and to other communities that have an interest in coastline conservation and development.

Collection and analysis of environmental information was done by the staffs of the Richmond City Planning Department and the East Bay Regional Park District with the continuing aid and review of a Technical Advisory Committee composed of representatives of interested regional administrative, environmental, and social agencies. The agencies represented on the Technical Advisory Committee are listed under Acknowledgements at the end of this report.



Collection and analysis of the information on community needs was undertaken by subcommittees of the Mayor's Waterfront Development Committee, a group of local residents appointed by the City Council on January 11, 1971 for the purpose of advising the Richmond City Council and Port Commission on shoreline conservation and development.

The Committee has had the responsibility of reviewing all pertinent facts and opinions bearing on the future of the port and the Coastline Area, discussing possible alternative uses for portions of the Coastline Area, and forming this Policy Plan, which is the official recommendation of the Mayor's Waterfront Development Committee to the City Council.

The members of the Committee are listed under Acknowledgements at the end of this report.

## RELATED DOCUMENTS

The Coastline Study has drawn on other local and regional plans which refer to all or a part of the Coastline Area. Both the Association of Bay Area Governments (ABAG) Regional Plan: 1970 to 1990 and the Bay Plan, produced by the Bay Conservation and Development Commission (BCDC), were followed in a general way.

Because of the special community interest in development of a modern containership port in Richmond, the Coastline Plan has made use of the report Port of Richmond Development, a preliminary economic feasibility study prepared by Bechtel Incorporated for the Richmond Port Commission.

The Williams-Kuebelbeck report, Land Use Marketability Study for the City of Richmond, Redevelopment Project 11-A, was done for the Coastline Study. It is concerned with the economic impact of selected alternative land uses in Redevelopment Area 11-A, the Inner Harbor Basin and the land surrounding it. The recommendations of this report were considered in developing the Coastline Plan.

The North Richmond-San Pablo Bay Study covers a portion of the Coastline Area which includes the North Richmond neighborhood and the adjacent coastline area. This plan was followed, with only minor departures, in the form in which it gained approval by the Contra Costa County Planning Commission in 1972.

Phase II of the Coastline Study, Richmond Coastline Study: Implementation Phase, is being prepared by the consulting firm of Livingston and Blayney. A number of Coastline Plan policies have been phrased specifically for ease of implementation within the existing framework of local and regional governments and their priorities.

The Information Releases of the Coastline Study, published under a separate cover, provide the information base for many of the policies. Topics covered in these papers include: environmental resources, community desires and goals, land use, areas of conflict, visual qualities, and other pertinent subjects.





PLATE 1. LOCATION OF RICHMOND COASTLINE AREA



## DESCRIPTION OF THE COASTLINE AREA

The Richmond Coastline Area has been defined to include the entire 32 miles of shoreline within the City limits. It also includes all offshore waters and islands within the City limits, an unincorporated land and water area enclosed on three sides by City territory, and upland areas which are closely related to the shore. The inland boundary of the Coastline Area is generally defined by the proposed alignment of the Hoffman Freeway in the southern coastline area and by the main line of the Atchison, Topeka and Santa Fe Railroad, which runs north and northeast to the City limit line. Plate 1 shows the extent of the Richmond Coastline Area and its relationship to the Bay Area.

The Coastline Area contains a major ridge which lies in a northwest-southeast direction along the western edge of the land. A secondary low ridge, also lying in a northwest-southeast line, is located on the western edge of Point Pinole at the northern extremity of the Coastline Area. The rest of the land consists of almost level alluvial plains and former tidal marshes which have been filled and raised above the high tide line. There is a 400 acre sanitary landfill site in the Bay adjoining the tidal marshes. Marshes and mudflats which are exposed at low tide lie along the northern, northwestern, and southeastern shores.

The land area is bounded on the south and west by San Francisco Bay and on the north and northwest by San Pablo Bay, although the entire water area is familiarly called San Francisco Bay, or just "the Bay". The open water and tidelands form an important part of the Bay Area wildlife and fisheries resources for both indigenous and migratory species.

There are several islands in the Coastline Area. The largest is Brooks Island, near the southern shore. It is owned by the East Bay Regional Park District. Red Rock is undeveloped, though its east side has been quarried. It is the "cornerstone" where Marin, Contra Costa, and San Francisco Counties come together. Castro Rocks, which lie close to the Richmond-San Rafael Bridge, are small but very important seal hauling grounds. The Brothers are two small islands off Point San Pablo. East Brother has an automated signal light which does not require a permanent staff on the island. However, there is also a charming old lighthouse on the island which has considerable historic interest.

All of the filled tidelands, most of the alluvial plains and the marshes, and the major portion of the ridges have been zoned for industry. Richmond has traditionally seen itself as an industrial center, yet much of the industrially zoned area is vacant or underutilized. Industry has largely bypassed Richmond in the last few decades.

Up to the present time Richmond has turned its back on the coastline, considering it primarily as level and potentially fillable land attractive to industry because of its proximity to rail and water transportation facilities. The inaccessibility of the shoreline, and its general lack of use at the present time, have tended to keep the local citizenry unaware of the great potential of the coastline as a resource for recreation, housing and business.

The Coastline Plan attempts to focus the awareness of the public on the coastline, present a plan for its potential growth within a framework of conservation of environmental values, and demonstrate to the community that it is a resource which can be developed to provide jobs, build a varied and harmonious urban society, and help to change the image of Richmond for the better.

## **SUMMARY**

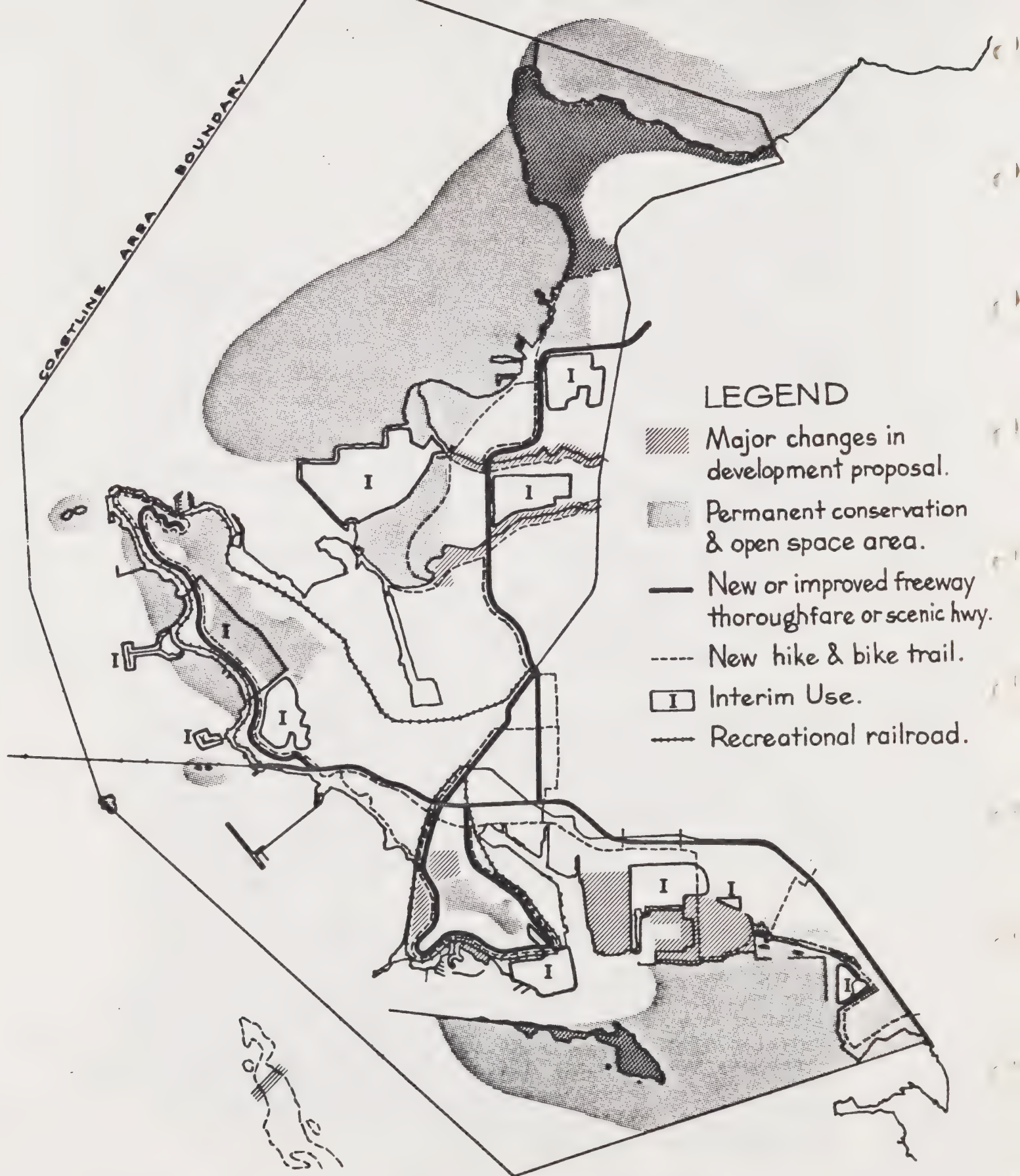
### **OBJECTIVES OF THE PLAN**

The Mayor's Waterfront Development Committee has established as objectives of the Coastline Plan the meeting of the following needs:

- More public access to the Richmond shoreline;
- Protection and enhancement of marshes and tidelands as wildlife habitat areas, within the limits of feasibility;
- Development of coastline segments in a manner that will generate jobs for people living in Richmond;
- Coordination of the development of coastline areas with the overall development of Richmond, in a way that will improve the public image of Richmond and make it a more desirable place to live and work;
- Attainment of a proper balance among uses of the coastline.

These objectives reflect the desires of the local community. They were isolated as the major areas of concern about the use of the coastline's potential after a series of meetings held by the Community Attitudes Subcommittee of the Mayor's Waterfront Development Committee. Representatives of many different organizations, representing a wide cross section of community interests, attended these meetings.





**PLATE 2**

**LOCATION OF MAJOR DEVELOPMENT  
AND CONSERVATION POLICIES**



## MAJOR POLICIES

The Richmond Coastline Plan is designed to be a guide for the future growth of a very special part of Richmond. The potentials of the Coastline Area are vast. Misuse of its unique assets would mean a loss of nearly all of that potential, and a sacrifice of the values which have been preserved up to now only by chance. —

The overriding purpose of the Coastline Plan is to create a balance between development in the Coastline Area and conservation and enhancement of its irreplaceable natural resources. Development and nature can coexist - the goal of this plan is to show how they would best be fitted together in the Richmond Coastline Area. Any of the policies may seem to be oriented towards one or the other of these two forces, but regardless of its orientation, no single policy is exclusive of the others.

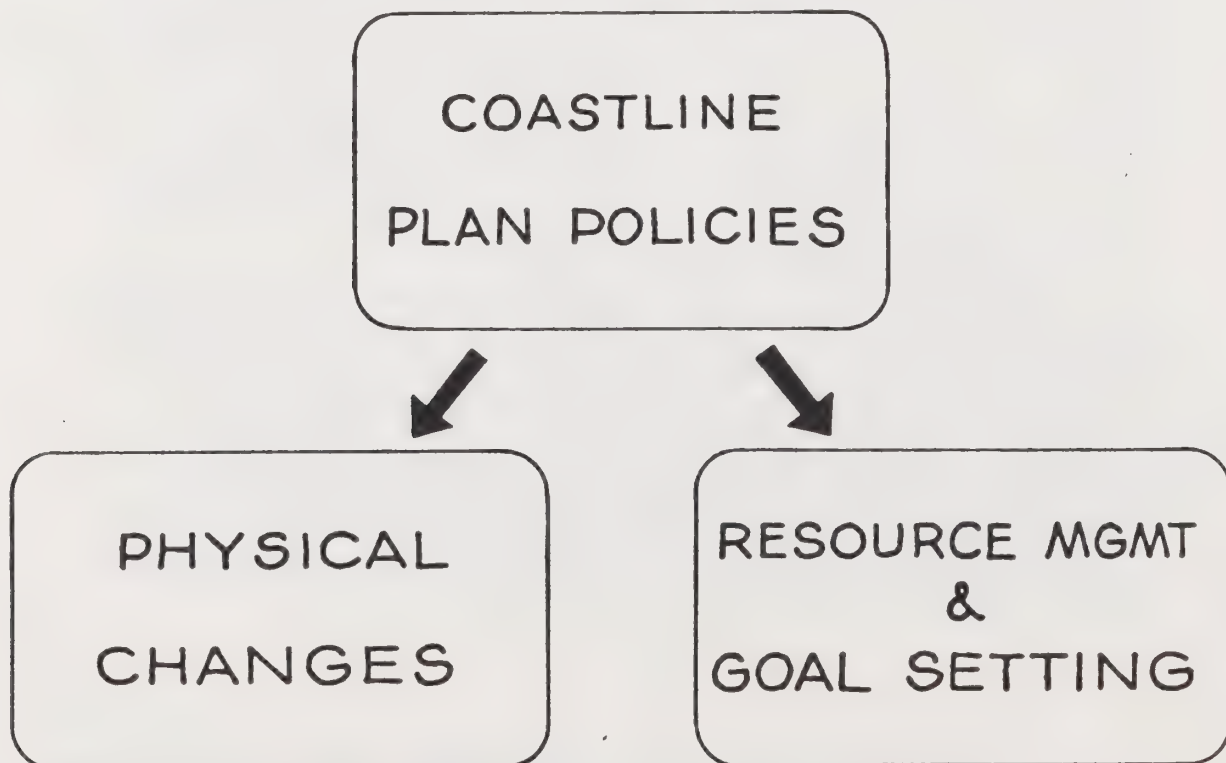
The policies of the Plan, when taken together, sketch a picture of the Coastline Area in which its assets are utilized in a way which best serves the community as a whole. In some cases, the Plan shows an image of the coastline very different from what exists today. In others, the image evoked is simply a shading in or enhancing of a pattern which has already begun. A general graphic summary of the major conservation and development policies is shown on Plate 2.

The Coastline Plan casts its policies in three different time frames, continuing, interim and future. Continuing policies can be applied immediately to extend over an indeterminate time period. Interim policies will terminate at some definite time. Future policies are to be applied at some unknown point in time. Use of these time frames not only roots the policies in reality, but also is consonant with California legislative goals which stress the importance of phasing in new planning proposals of all kinds.

All of the continuing and many of the interim policies of the Plan are relatively short-range, either because they are of such importance in the overall scheme of coastline planning that they should be started as soon as possible, or because conditions in the Coastline Area are such that they could realistically be implemented early.

The Plan's policies are of two types. One type proposes specific physical changes, usually for definite locations in the Coastline Area. The other type is more general and abstract, devising systems for managing the coastline's resources or setting goals for improving its overall character. Both kinds of policies are equally valuable in the Coastline Plan.

Several continuing policies have as their major thrust the improvement of Richmond's marine terminal and related cargo handling and distribution facilities. Roadway improvements, such as the Hoffman Freeway and North Richmond Access, proposed for early completion, will enhance Richmond's potential as a major port.

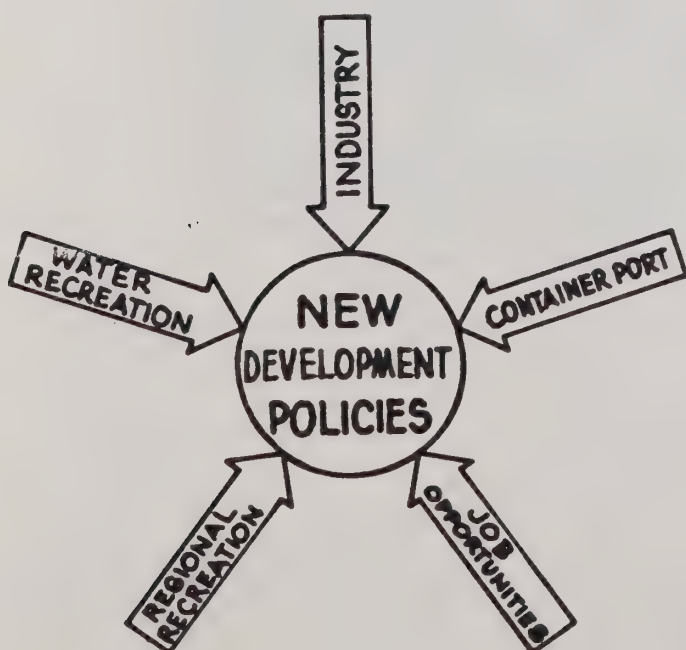




They will stimulate expansion of industry at vacant inland locations, complementing those of the Plan's policies meant to generate new jobs for Richmond's unemployed and underemployed residents, while reserving the waterfront for water-related activities. Early development of the marinas and other commercial recreation facilities proposed in several waterfront locations will create more jobs, while starting Richmond's regeneration as a water-recreation center for the East Bay.

In conjunction with short-range policies for new development, the Plan urges that existing problems or shortcomings in the Coastline Area be corrected as soon as possible. Housing attractive to residents of varied income groups is needed to create a balanced community that can support the kinds of services proposed for the future, and the entire circulation and public access system in the Coastline Area needs immediate improvement.

More of the coastline, especially along the San Pablo Peninsula, needs to be made available for regional recreation. At the same time, a start must be made on preserving existing visual access to the Bay, while creating new visual access with scenic highways and viewpoints. A search for new, more efficient methods of solid waste disposal requires local cooperation, as well as regional and national research.



At the same time that any action is taken on short-range development policies, standards must be developed to protect the natural environment in the Coastline Area. Major short-range policies in terms of environmental resource management call for both strong local controls on development to integrate it successfully with natural resources, and also initiation of studies directed at a mechanism for intergovernmental cooperative management of the environment throughout the Bay area.

Some of the Plan's policies can and should begin very soon, but will have a limited life span. These interim policies are in a sense stop-gap measures, meant to use an area in a productive way until it is appropriate to develop a permanent use on it, or meant to provide needed regulation of development until a comprehensive regulatory system is devised. For example, the large, relatively undeveloped area between North Richmond and Parchester is valuable even in its present form as open space. Its open space function can be retained for a time by encouraging its use for agriculture. Another example is an area of approximately 170 acres at the Inner Harbor Basin, to be used as a land bank for the interim until it is ready for permanent development.

Several kinds of development standards are listed in the Plan. They are often included for immediate use, but will be in effect only until permanent standards are developed. Both interim noise level standards and guidelines for development on steep slopes are part of the Plan. In each case, the standard is necessary, but is perhaps not as detailed as the final, future version will be.

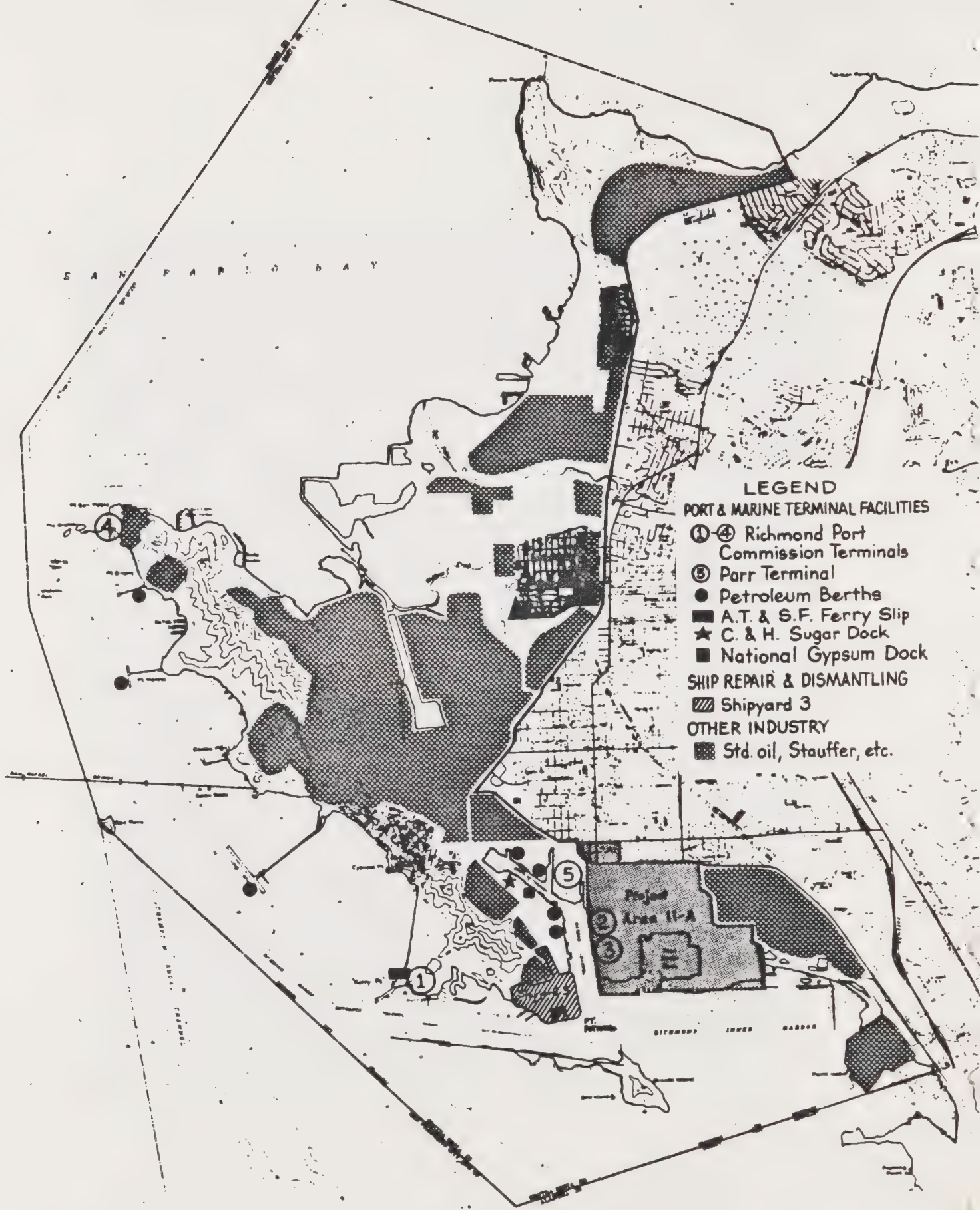
Many of the future policies of the Plan propose new development, frequently at locations which are unlikely to be available for some time or where costly improvements would be necessary first. Much of the new



residential development proposed is in the future category, at such locations as the eastern and western slopes of the lower Potrero Hills and between the creeks in North Richmond. Commercial development at Winehaven, when the site is available, will only be feasible after other improvements on San Pablo Peninsula are complete. Some major transportation and circulation improvements, such as construction of new scenic highways and simplification of the rail system in the Coastline Area, are designated for relatively long-range implementation.

Certain of the regulatory measures suggested for management of the Coastline Area's environment will follow the completion of other studies, and so are to take place in the future. Comprehensive planning standards dealing with development in areas of special environmental character will be developed after completion of the Tri-Cities Study. A City-wide noise ordinance requires substantial additional research.

Selected major features of the Coastline Plan are illustrated on the folded sheet inserted in the pocket inside the rear cover of this report. This folded sheet contains three plan maps. The largest one, entitled "Interim and Continuing Policies for Development and Conservation", identifies the types of policy which need to be consistent with Richmond's zoning regulations, as required by State law. The other two maps pertain to future policies and employment resources. While these three plan maps do show the geographic relationships among various policies, they do not reflect the entire content of the Coastline Plan. Many policies, as mentioned above, are of a managerial nature and so cannot be shown graphically.



**PLATE 3**

**EXISTING PORT, MARINE TERMINALS, AND INDUSTRY**

# **PLAN SECTIONS and ELEMENTS**

## **SECTION A. LAND USE**

### **I. PORT, MARINE TERMINALS, AND INDUSTRY**

#### **PORT AND MARINE TERMINALS FINDINGS**

1. Richmond's port handles more tonnage than any other port in the Bay Area.
  - a. The high volume is largely due to its oil refining and distributing facilities.
  - b. In 1970 Richmond handled 31% of the total port tonnage volume of Bay Area movements. 89% of Richmond's tonnage was in petroleum and petroleum products, according to data compiled by the U. S. Army Corps of Engineers.
2. Richmond's assets give it an excellent opportunity to profit from any growth in Bay Area maritime trade.
  - a. Richmond offers excellent rail and highway connections to inland markets and exporters.
  - b. Relatively low cost land is available for port expansion and related activities.
  - c. A well maintained harbor channel provides direct access to deep water in the Bay, and to the Pacific Ocean.



d. Further port development conforms with the San Francisco Bay Conservation and Development Commission's Bay Plan.

e. Richmond has a very high potential for handling "third generation" ships in the Bay Area.

3. Bay Area ports handle an increasing proportion of exports to foreign areas among Pacific Coast ports. This trend is expected to continue.

4. The trend in shipping operations is toward specialization in types of facilities and cargoes. Specialization in Richmond can expand to include bulk goods, general cargo, and containers.

5. Future container shipments will increasingly be made on giant "third generation" container vessels.

a. These vessels are capable of carrying 1,500 to 2,000 twenty foot container equivalents and can travel at speeds faster than 30 knots.

b. The vessels measure 1,000 feet in length, have a beam of 105 feet, and require a water depth of 40 feet.

c. All Bay Area ports will have to deepen their channels to accommodate these ships.

6. A turn-around time of 24 hours and a readily available dock and crane are essential components of a container port. The ships must spend as little time as possible in port since their operating costs are very high.

7. The four major West Coast container ports in 1970 were Seattle, Oakland, Long Beach, and Los Angeles.

a. Long Beach and Los Angeles have the dredged depth and facilities necessary to handle third generation vessels.

b. Oakland is presently the second largest container port in the world. In 1970 it handled some 336,364 twenty foot container equivalents.



8. Richmond's four marine terminals comprise the Port Commission's facilities. They have been operated by the Parr-Richmond Terminal Company under joint agreement with the City of Richmond. These facilities are designated 1, 2, 3 and 4 on Plate 3.

9. Terminal 1 is located at the end of Garrard Boulevard on Point Richmond South, in the outer harbor of Richmond.

a. The facilities consist of a 587 foot berthing area, a 22 foot wide apron, and bulk cargo storage space in a 81,042 sq. ft. shed which is 165 feet wide. Tank storage for 473,000 gallons is also found here, with pipes and pumps for transfer between vessel, tank, and railcar or truck.

b. All the commodities handled at Terminal 1 are bulk liquids. Petromark is the principal occupant of this facility.

c. The Parr lease on Terminal 1 has been terminated.

10. Terminals 2 and 3 are located adjacent to the lower end of South 10th Street and have water access to the Harbor Channel and the short Parr-Richmond Canal.

a. The facility has 1,280 feet of berthing area, and an apron width of 31 feet. Shed area at this site totals 120,000 square feet, with a 150 foot width. In addition to the reinforced concrete shed, there is over 300,000 sq. ft. of open paved area for shipyard stockpiling and open storage.



b. This facility handles general cargo and is in good condition.

c. Terminal 2 is owned by the City and Terminal 3 is owned jointly by the City of Richmond and Parr Terminal. The Parr lease expires in 1976.

11. Terminal 4 is located at the tip of Point San Pablo.

a. This terminal consists of 1,047 feet of berthing space and a 20 foot wide apron. A wood frame shed covers 62,330 square feet, and is 60 to 127 feet wide. Tank storage capacity of approximately 28,000,000 gallons is located on the hill behind the dock. Other than in the wooden shed on the dock itself, the terminal has no back-up flat storage space.

b. Bulk liquids, primarily molasses, animal oils, vegetable oils, and petroleum products, are handled at this terminal. Operations are conducted by two firms, Pacific Molasses and Dorward and Sons Company. The facilities are in need of repair.

c. The Parr lease on Terminal 4 has been terminated.

12. Shipyard 3, located at Point Potrero (see Plate 3), is held by the Port Commission and leased to three firms.

a. Operations at this facility, by Willamette Steel Company, Pasha Truckaway, and Levin Metals, provide ship repair and modification, foreign car imports, and scrap metal export respectively. The shipyard includes about 115 acres.

b. The terms under which Shipyard 3 was acquired from the General Services Administration (GSA) require that the City maintain a ship repair facility on the site through August, 1976.

13. Project Area 11-A, shown on Plate 4, denotes the area selected for future port and related waterfront uses. The area is generally bounded by the Harbor Channel, Hoffman Freeway and the western boundary of the University of California Field Station.

a. The area is partially developed in a random way and contains a number of deteriorating structures. Two sites are presently for sale, the Cal Can property and the Butler Manufacturing Company at the foot of 26th Street. The Inner Harbor Basin, which was the Kaiser Shipyard during World War II, is also located in the Project Area.

b. More than half of the land in Project Area 11-A is owned by Santa Fe. The City intends to develop port and water-oriented uses in cooperation with the landowners.

14. Parr Terminal 5 is the former yard of Kaiser Shipyard and is known as the Ore Dock. It is located at the foot of 4th Street next to the Lauritzen Channel (see Plate 3).

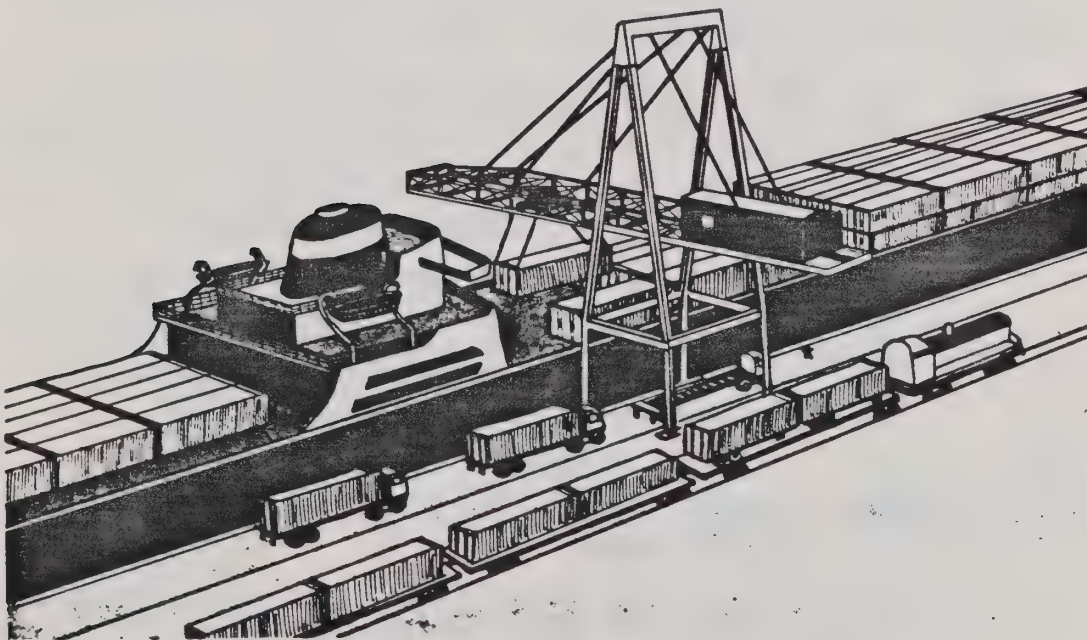
a. Shiplside stockpiling facilities for most types of bulk cargo are maintained at this terminal.

b. The facility is presently used to handle scrap metals and grain and was formerly used for ammonium nitrate.

15. A variety of other terminal and berthing facilities is found on the shoreline (see Plate 3).

a. A total of 17 petroleum berths are owned and operated by Standard Oil, Texaco and Union Oil, Atlantic Richfield Oil, and the U. S. Naval Fuel Depot.

b. There are also the following privately owned and operated facilities: The AT&SF ferry slip for barging freight cars to and from San Francisco, the C & H Sugar Dock, and National Gypsum's dock for unloading and storing raw gypsum in dry bulk form.







## **I. PORT, MARINE TERMINALS AND INDUSTRY**

### **INDUSTRY FINDINGS**

1. Industrial uses in the Coastline Area include manufacturing, wholesale trade, and distribution. These enterprises are generally not directly related to the water. Instead, they rely upon or supplement the water-related activities of ports and marine terminals.

2. The industrial appeal of waterfront property is largely based on factors other than the water itself.

a. The waterfront continues to attract industries that require level land, and those which desire proximity to the marine terminals, rail lines, and freeways that are located close to the shore.

b. Some industrial processes do use water as a coolant or in another manufacturing capacity. These enterprises are now less attracted to the waterfront than they were before water quality controls came into effect.

3. Richmond is well situated to share in the growth of the boating industry since:

a. It is close to a large and growing population of boat owners.

b. It is close to favored sailing and fishing grounds.

c. It is well supplied with shoreline property facing water that is navigable by pleasure craft.

4. The area around the port and the Inner Harbor Basin can become one of the major distribution centers in the Bay Area. Factors which indicate this growth potential are:

a. Good rail connections and good truck routes via the proposed Hoffman Freeway and North Richmond Access.

b. Extensive areas of under-utilized level land.

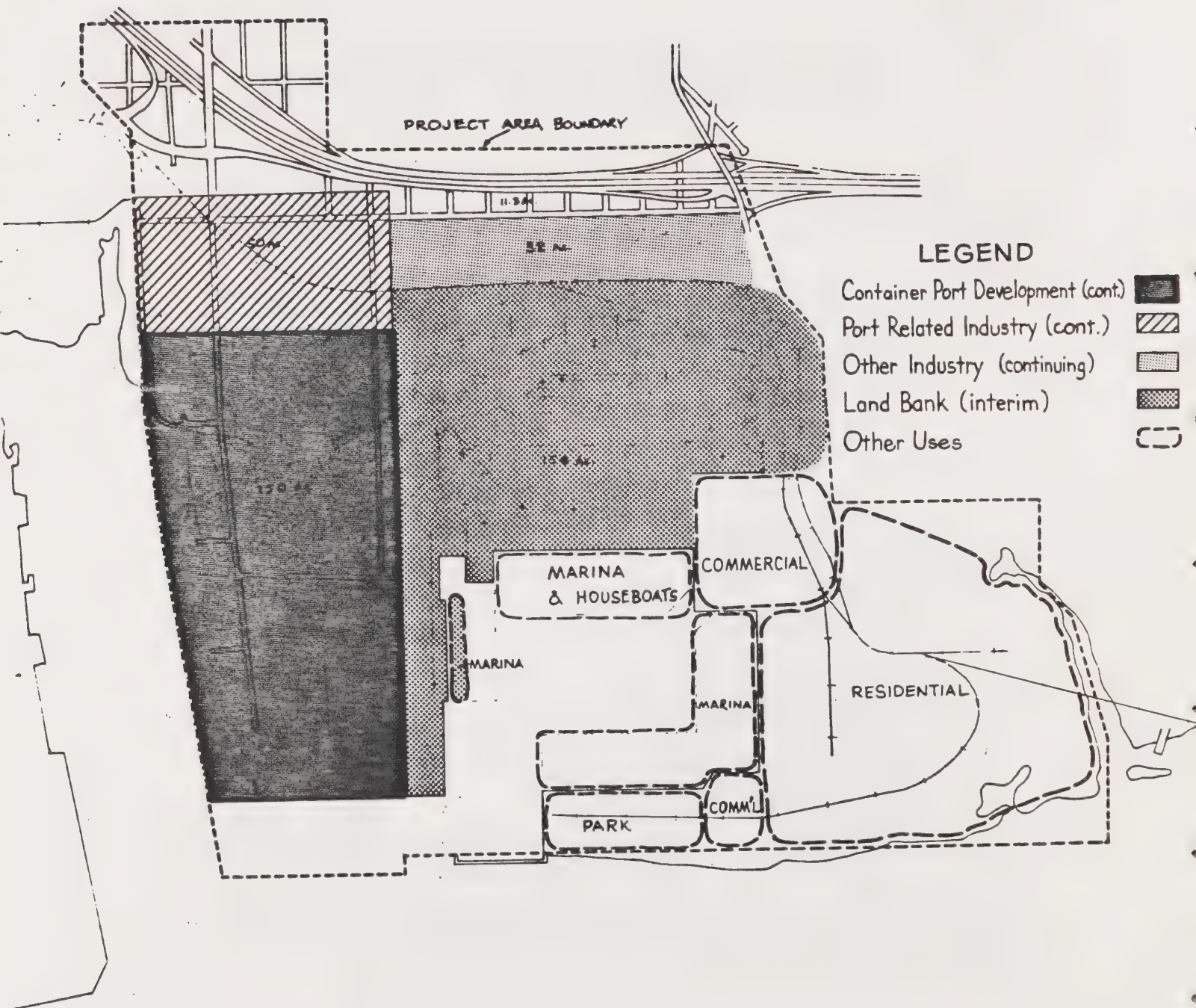
c. The proposed port modernization.

d. A growing market in East Bay and North Bay counties.



5. Portions of the Coastline Area in the vicinities of North Richmond and eastern Point Pinole have industrial growth potential because of available land and proximity to rail lines.

6. Relatively small areas along the base of San Pablo Ridge have level sites which are utilized for industrial development. Point Castro (the old San Rafael Ferry Slip, now Red Rock Marina), Point Molate, and Point San Pablo have access to navigable water. Marine terminals and certain other industries have found this coast suited to their activities.



**PLATE 4**  
**POLICY CONCEPTS, PROJECT AREA 11-A**





## **I. PORT, MARINE TERMINALS AND INDUSTRY**

### **POLICIES**

1. Continue to explore ways of expanding, modernizing and renovating the port and marine terminal facilities in Richmond. (Continuing Policy)
2. Actively encourage shipping firms to utilize local marine terminals as a starting point or destination for overland shipment of goods. (Continuing Policy)
3. Develop portions of Project Area 11-A in the following ways (see Plate 4).
  - a. Develop a container port facility on 150 acres of land to the west of the Inner Harbor Basin. (Continuing Policy)
  - b. Designate 50 acres of industrial land adjacent to the container facility for port-related activities. (Continuing Policy)
  - c. Designate 30 acres of partially developed industrial land between Wright Avenue and Meeker Avenue for continued industrial activities. (Continuing Policy)
  - d. Designate approximately 170 acres of land now industrially zoned as a land bank to be utilized for interim development which (by location, appearance and performance) is compatible with the adjoining areas designated for port, marina, industrial, commercial and residential development. This land bank con-

cept shall remain in force until all or portions of this area are ready for some form of permanent development. (Interim Policy)

4. Continue to utilize the marine terminal at Shipyard 3 as a ship repair facility. Continue the present scrapping operation as an interim use which will be phased out when it is feasible to develop either additional port facilities or water-related recreation and commercial uses. Give major consideration to this site's nearness to deep water and the Harbor Entrance Channel in deciding its future use. (Interim Policy)

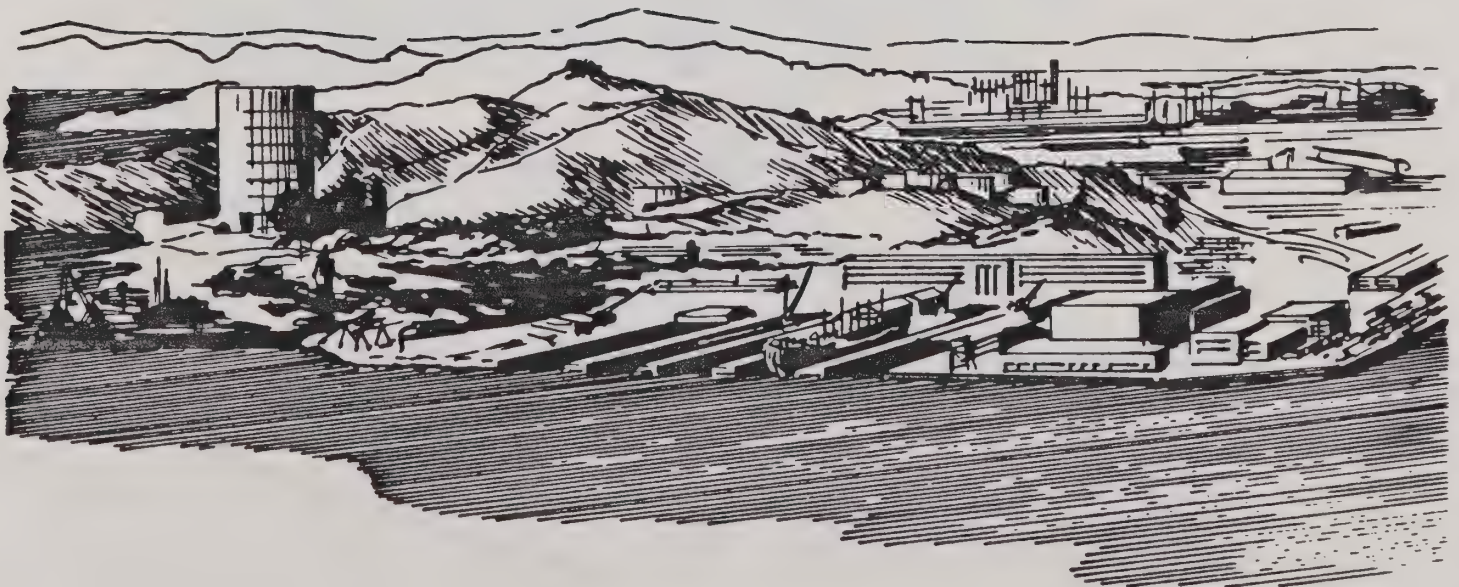
5. Reserve certain segments of the shoreline having access to navigable water for marine terminals and closely associated uses. Regulate a part of the land adjacent to the Richmond Inner Harbor, Harbor Channel and Santa Fe Channel and parts of the following navigational points to insure that they remain in use by water transportation industries, marinas and commercial water transportation. (Continuing Policy)

- Point Potrero
- Point Richmond Terminal No. 1
- Ferry Point (Santa Fe)
- Point Orient
- Point San Pablo

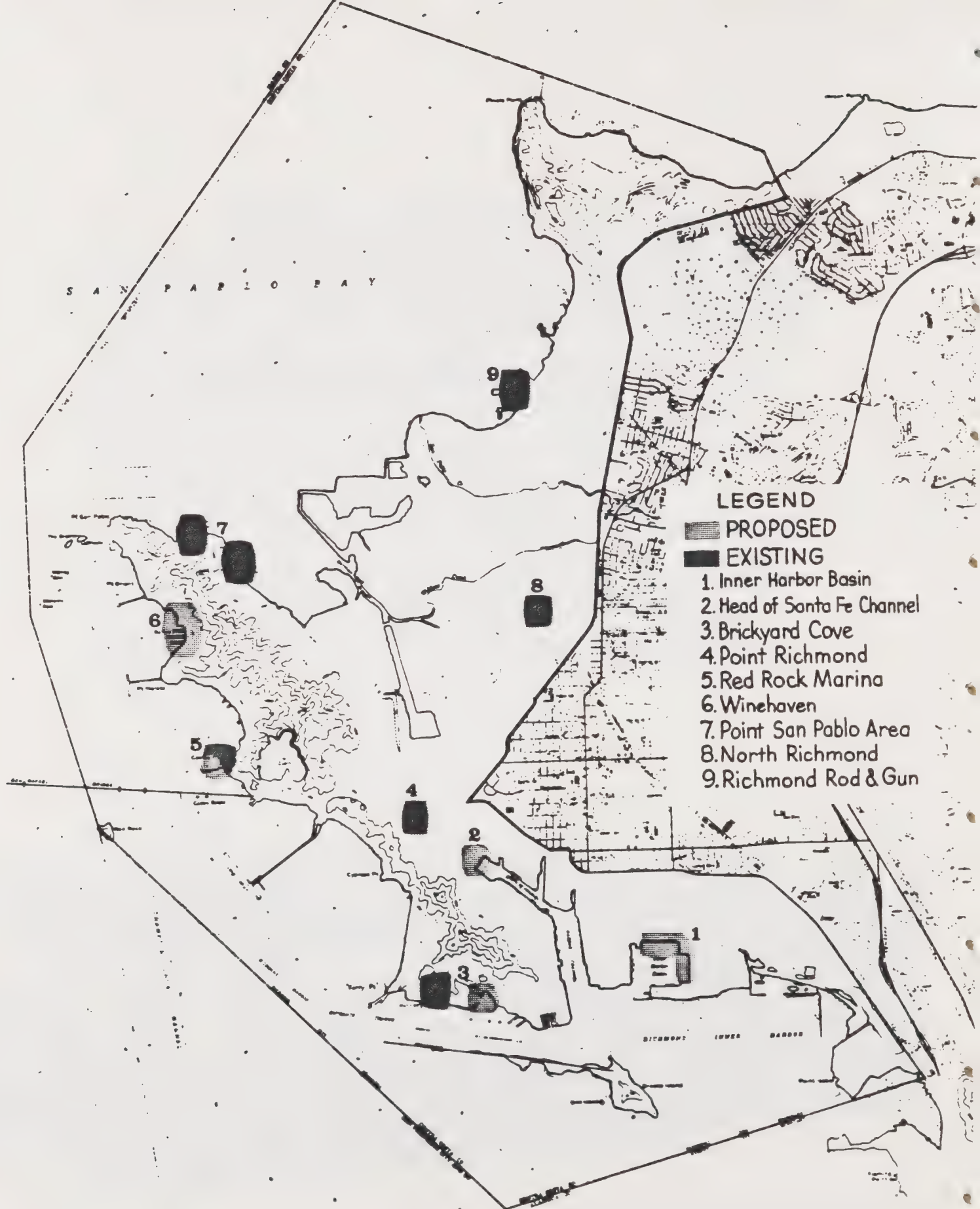
6. Urge that a channel be dredged through the Southampton Shoal to provide better access to the Richmond port area and to the Standard Oil Long Wharf, as well as to accommodate third generation ships. (Continuing Policy)

7. Discourage scattered development of industry. Accommodate non-water-related industries in areas that are already committed to industry, but under-utilized, such as: (Continuing Policy)

- Large portions of the southern shore south of Hoffman Boulevard, between South 27th Street and Point Isabel;
- Hensley Industrial Park;
- The area north of North Richmond which is shown as industrial in the North Richmond-San Pablo Bay Plan;
- To the west of the Santa Fe main line near Point Pinole;
- Point Isabel.







**PLATE 5**  
**COMMERCE AND COMMERCIAL RECREATION FACILITIES**



## II. COMMERCE AND COMMERCIAL RECREATION

### FINDINGS

1. A commercial and commercial recreation complex combines several shoreline uses in one setting to increase the public utilization and enjoyment of the Bay.

2. Commercial activities consist of ordinary retail trades and services. Commercial recreation refers primarily to enterprises which involve enjoyable activities for their customers and profit for their owners. Commercial recreation enterprises benefit from proximity to public recreation areas on the Bay or creeks, and from being grouped together. Examples of commercial recreation enterprises include: marinas, theaters, restaurants, specialty shops for handicrafts and imported foods, antique shops, art galleries, etc.

3. There is a great demand for additional berthing facilities for pleasure craft in San Francisco and San Pablo Bays. This demand will grow as leisure time increases.

4. The Coastline Area's existing marinas are at six locations:

- The head of the Santa Fe Channel for motor-boats;
- The western shore of the Inner Harbor Basin, also for motor boats;

- Brickyard Cove, for sailing craft;
- The Point San Pablo Area, where two marinas accommodate mixed craft;
- Castro Point, for motorboats;
- The northern end of Goodrick Avenue, for motorboats.

5. The Richmond coastline has several as yet undeveloped areas which are appropriate for the development of water-related commercial and commercial recreation facilities. They are:

- The head of the Santa Fe Channel;
- The Port Renewal Project Area, which includes the Inner Harbor Basin;
- The Brickyard Cove area, where the historic brickyard structures provide a unique setting;
- The historic Winehaven buildings at the Point Molate Naval Fuel Depot, which could be remodeled into an East Bay equivalent of the Cannery or Ghirardelli Square in San Francisco;
- The coves and promontories along the western shore of San Pablo Peninsula including Point San Pablo itself.

6. An inland, underdeveloped, yet distinctively Victorian and appealing commercial area has emerged at Point Richmond.

7. Development of future commercial and commercial recreation facilities will depend on the scheduling of related public activities and the availability of a developer.





## **II. COMMERCE AND COMMERCIAL RECREATION POLICIES**

1. Reserve waterfront sites for those commercial and commercial recreation uses that clearly benefit from location on the coastline and proximity to public recreation facilities and public access areas (see Plate 5). (Continuing Policy)
2. Actively seek improvement of those existing commercial developments located not on the actual waterfront, but inside the Coastline Area. (Continuing Policy)
3. Give high priority to the planning and development of commercial recreation and water-oriented commercial facilities since they are important in creating jobs, increasing the tax base, providing needed recreation facilities, and generally improving the image of Richmond so that the City will attract new high quality development. (Continuing Policy)
4. Designate for development and financing a marina and commercial complex at the head of Santa Fe Channel. (Continuing Policy)
  - a. Such a complex will provide needed visual access to the waterfront, and a unique view of marine terminal activity and container handling.
  - b. It will be accessible via the improved Hoffman Freeway and will promote integration of recreation, commercial and port uses in

one well-travelled and visible part of the City.

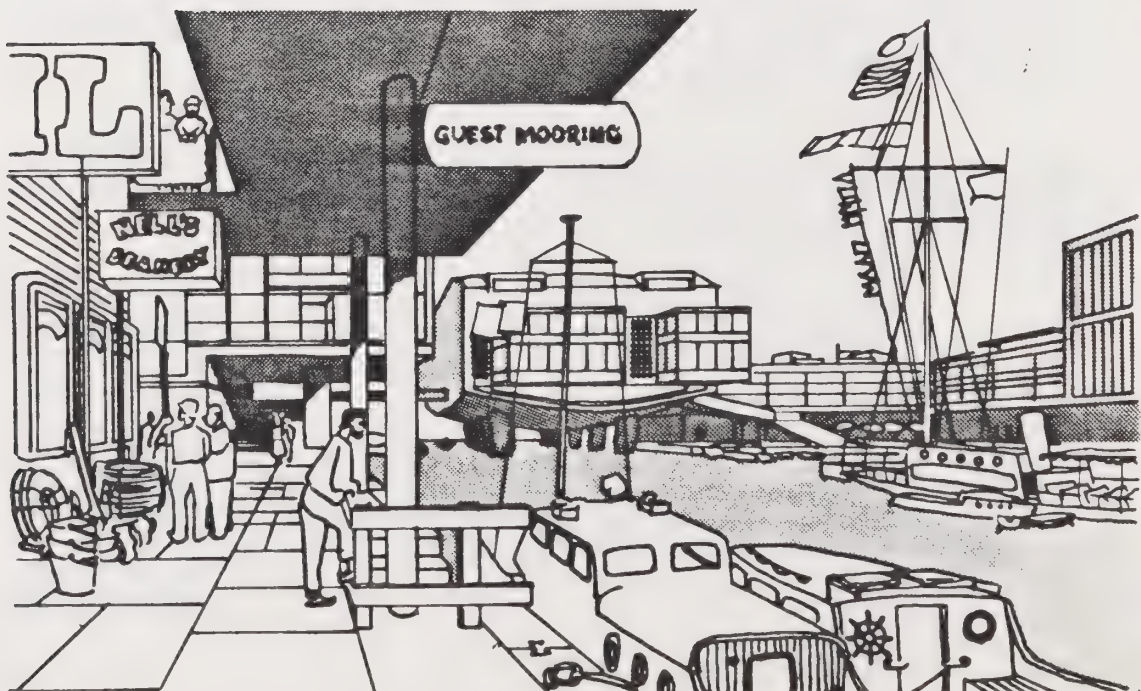
a. The commercial recreation facilities in this complex, such as restaurants, will complement the large public assembly facilities in Richmond's Civic Center.

5. Place early emphasis on the development of marina facilities and additional water-oriented commercial facilities at the Inner Harbor Basin in Project Area 11-A. (Continuing Policy)

a. The site offers excellent natural conditions and locations for harboring small craft.

b. Plans for developing commerce and commercial recreation in the Port Renewal Project Area, which includes the Basin, should be integrated into all phases of planning for port redevelopment.

c. The commercial recreation facilities in this area will be a part of the "working waterfront".



6. Encourage cooperation of public and private interests in the development of Brickyard Cove. (Continuing Policy)

a. Water-related commercial and commercial recreation facilities should form the core of this complex; they could include a boat repair facility, public marina, waterfront cafe, and some form of public access to the water's edge.

b. A "village" character, which will enhance adjacent residential development, should be retained in this commercial recreation complex.

7. Develop a public boat launch near the western end of Shipyard 3, as shown on the Richmond General Plan. (Future Policy)

8. Encourage the acquisition of historic buildings at Winehaven by the East Bay Regional Park District or the City when the Naval Fuel Depot becomes surplus federal land. (Continuing Policy)

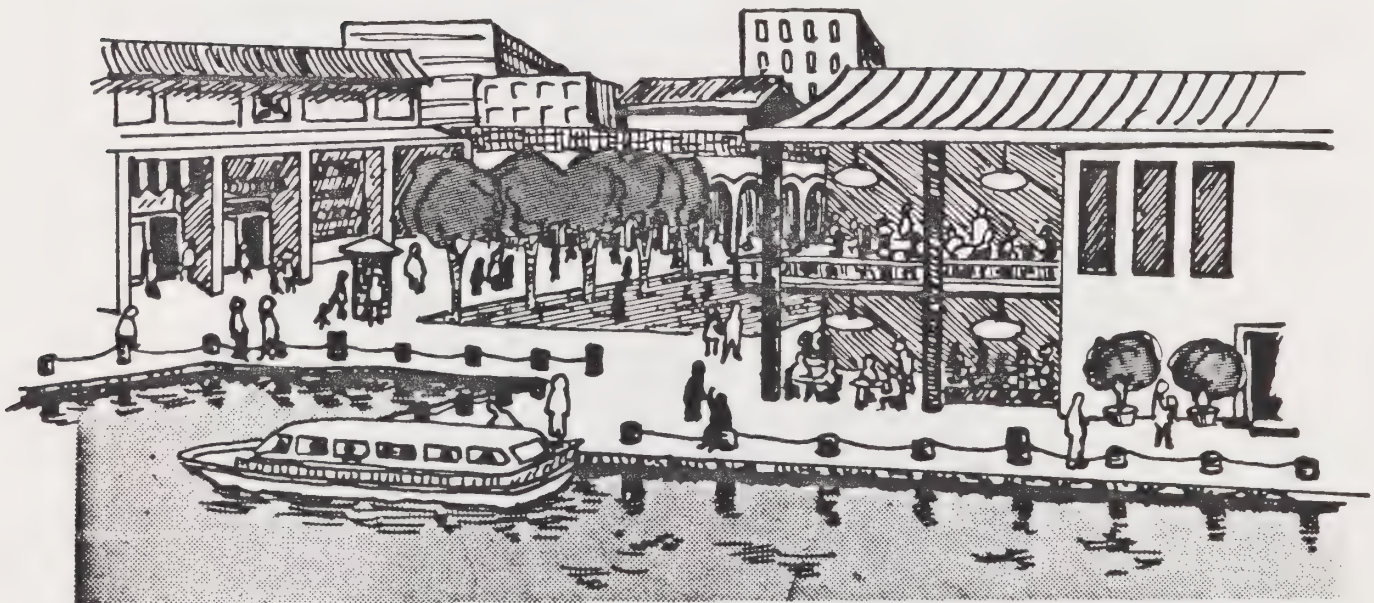




9. Promote commerce and commercial recreation at Winehaven when the site is available, but after public recreation and scenic roads along the shoreline north of the toll plaza are developed. (Future Policy)

10. Encourage expansion and modernization of Red Rock Marina at Castro Point. Emphasize the historic character of the site as a former ferry terminal. Urge that interim ship dismantling activities there be kept to a minimum and be discontinued as soon as possible. (Continuing Policy)

11. Encourage expansion and improvement of existing marina facilities throughout the Coastline Area. (Continuing Policy)



12. Promote development of commercial recreation enterprises in coordination with public recreation facilities proposed as a part of the water resources development project on Wildcat and San Pablo Creeks in North Richmond. (Continuing Policy)

13. Designate approximately 170 acres of land now industrially zoned as a land bank to be utilized for interim development which (by location, appearance and performance) is compatible with the adjoining areas designated for port, marina, industrial, commercial and residential development. This land bank concept shall remain in force until all or portions of this area are ready for some form of permanent development. (Interim Policy)

14. Designate a site for a marina at the Point Molate Naval Fuel Depot when its present use is phased out and land there is available. (Future Policy)





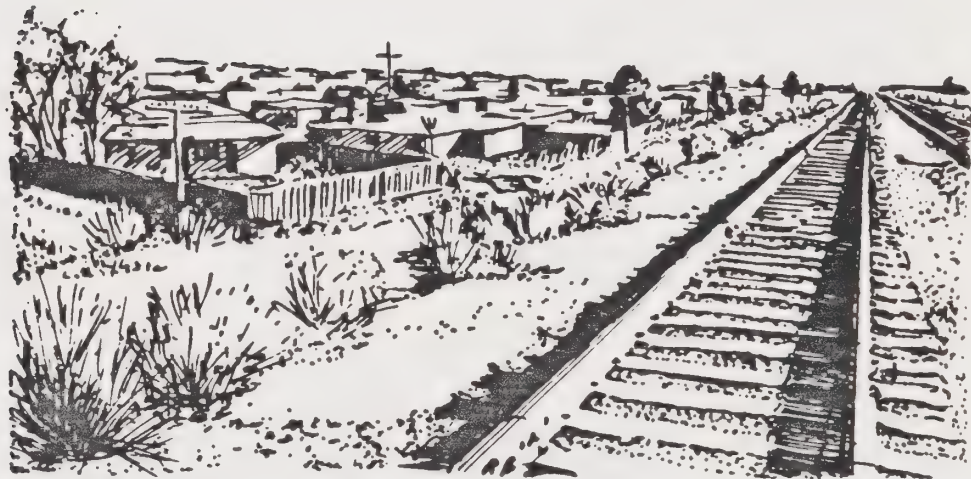


### **III. RESIDENTIAL**

#### **FINDINGS**

1. Areas currently available for new water-related housing are few due to historic development patterns and established zoning regulations.
2. The successful sale of water-related housing in other Bay Area communities demonstrates the strong market for shoreline residential property.
3. Residential uses are compatible with many commercial and some industrial uses. Noise, traffic conflict, and other problems that may develop with mixed land uses can be prevented or alleviated through sensitive design, establishment of performance standards, and the judicious use of landscaped screens and buffers.
4. There are four existing residential areas in Richmond's Coastline Area: Parchester Village, North Richmond, Point Richmond, and Brickyard Cove. Each has its own identity, assets, and potential.
5. Parchester Village is Richmond's northernmost and most isolated residential area.
  - a. It is near the Bay, but direct access is obstructed by the Southern Pacific railroad track and berm. The high berm also obstructs views of the Bay. East Bay Regional Park District's Point Pinole Park has opened one access point to the Bay.

b. Possible expansion of Parchester Village is now impossible because of the railroad rights-of-way on its east and west, the active Hayward fault to the north and industrial development to the south.



6. Point Richmond is located on both sides of a low ridge which rises 200 feet above the Bay, between the Standard Oil Refinery and Nicholl Nob.

a. The area borders the Bay and Bay views are available from many sites. Waterfront lots include some water area and often a mud beach at low tide.

b. About 70 acres of sloping land are available for residential development.

7. North Richmond is a partially unincorporated area located in the central portion of the Coastline Area.

a. This community has no direct access to Bay water, but is bordered on its Bayward side by a vital and valuable 600 acre tidal marsh.

b. Expansion to the northwest of the present neighborhood, as proposed in the County's North Richmond-San Pablo Bay Plan, depends upon the construction of the proposed flood control works on San Pablo and Wildcat Creeks.

8. Brickyard Cove is a sheltered area on the southern shore to the east of Ferry Point.

a. Development to date is directly on the water with dockside residences and water-related activities.

b. The area consists of 20 acres of land adjoining 50 acres of water.

9. The 1970 Census notes the scarcity of housing in Richmond for households earning more than \$10,000 per year.







### III. RESIDENTIAL

#### POLICIES

1. Urge inclusion of a broad variety of dwelling types within all new and existing residential communities. This may result in development of the following:  
(Continuing Policy)

a. Single family detached units, townhouses, and garden court apartments; terraced apartments that follow steep hillside contours; and tower apartments, as appropriate for the setting of each residential area.

b. Accommodations suitable for a broad cross-section of family sizes, ages, and income levels with intent to upgrade Richmond's housing supply.

c. Berthing facilities for houseboats and live-aboard boats along selected portions of the waterfront.

2. Encourage residential expansion at each of the four residential areas within the Coastline Area as follows:

a. Parchester: Develop clusters of townhouses and garden court apartments after the end of the present housing's economic life is reached. This higher-density development is proposed in order to create more open space, improve living accommodations, and provide support for neighborhood retail service facilities. (Future Policy)

b. North Richmond: Develop the area between Wildcat and San Pablo Creeks after or in conjunction with development of flood control facilities. (Future Policy)

c. Point Richmond: Develop the vacant buildable sites remaining in this area. (Continuing Policy)

d. Brickyard Cove: Develop additional housing in accordance with the approved Tentative Subdivision Maps that have been filed. (Continuing Policy)



3. Encourage establishment of new residential areas on and adjacent to the waterfront at the following locations (see Plate 6):

- a. On the slopes below the ridge that extends toward Ferry Point (Point Richmond) and Potrero Point (above Shipyard 3). This includes land owned by the Richmond Brickworks, Santa Fe, and ARCO. Not included is the gas-holder site owned by P.G.&E. (Continuing Policy)
- b. The gasholder site owned by P.G.&E. whenever its present use is terminated. (Future Policy)
- c. On the slopes between lower San Pablo Ridge and Canal Boulevard and on land between the former Terrace Housing site and Shipyard 3, which is owned by ARCO. (Future Policy)
- d. At the head of the Santa Fe Channel as a secondary use in conjunction with development of a proposed commercial-recreational facility. (Future Policy)
- e. In the Inner Harbor Basin as a secondary use in conjunction with development of the proposed commercial-recreation facility. (Future Policy)
- f. East of the Inner Harbor Basin following or in conjunction with the development of the proposed marina (see Plate 4). (Continuing Policy)



g. The Stauffer Chemical site whenever its present use is terminated. (Future Policy)

h. The area north of Point Isabel after it is filled and stabilized by Santa Fe. (Future Policy)

4. Renew existing housing in North Richmond through the Neighborhood Development Program or other means. (Continuing Policy)

5. Designate approximately 170 acres of land now industrially zoned as a land bank to be utilized for interim development which (by location, appearance and performance) is compatible with the adjoining areas designated for port, marina, industrial, commercial and residential development. This land bank concept shall remain in force until all or portions of this area are ready for some form of permanent development. (Interim Policy)

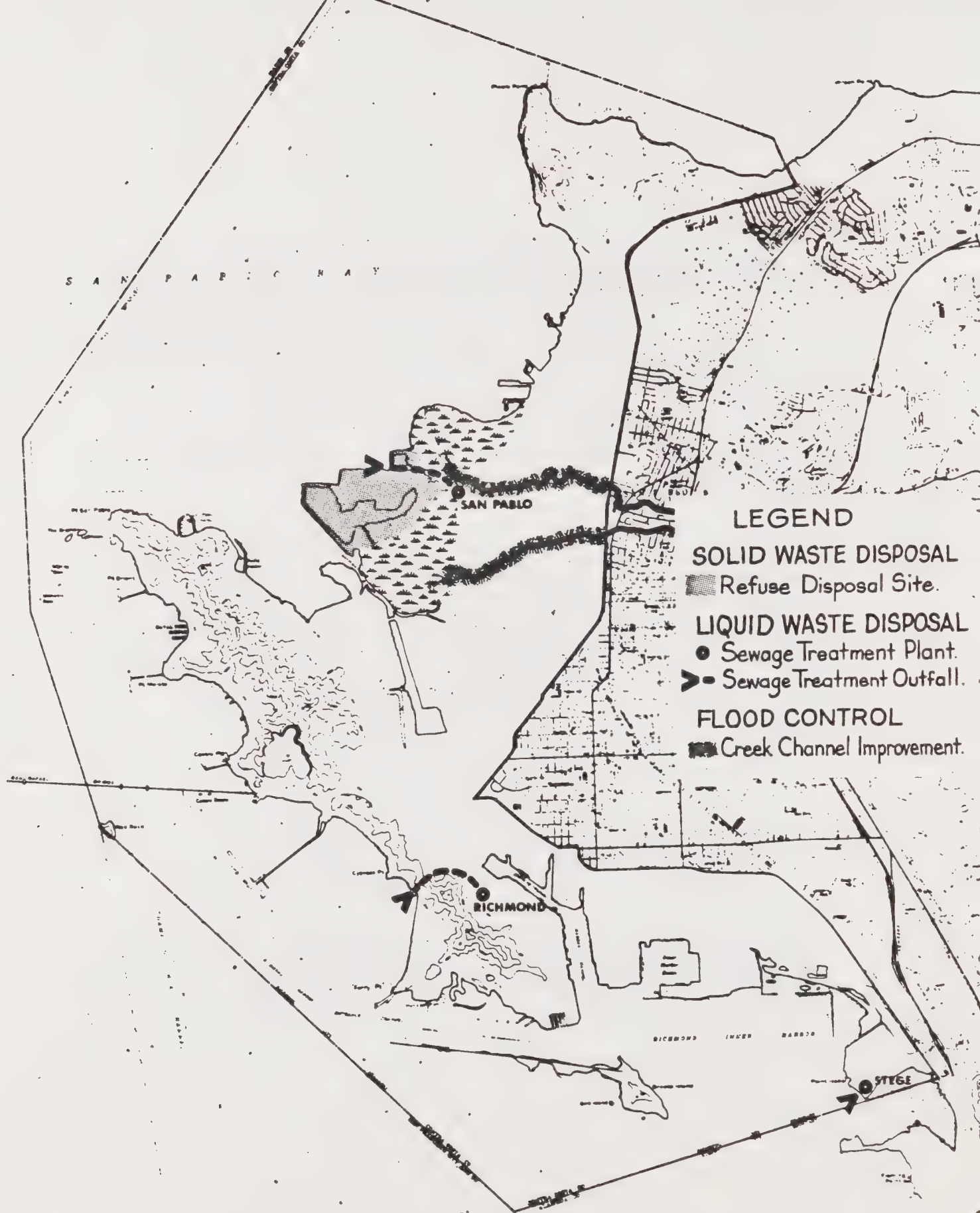


PLATE 7

# COMMUNITY SERVICE FACILITIES



#### IV. COMMUNITY SERVICE FACILITIES:

##### FINDINGS

1. The concerns of the Mayor's Waterfront Development Committee for community service facilities within the Coastline Area have been limited to those associated with the disposal of solid and liquid waste materials and flood control. Therefore, such service facilities as schools, libraries and fire and police protection, as well as power and water supplies, are not included in the Coastline Plan.

2. Solid waste disposal is a problem that affects the entire cycle of a product's existence from its formation out of raw materials, through its distribution, sale and use, to the point where it is finally discarded. It is more than a local problem and must be dealt with cooperatively at all levels - local, regional, state, and national.

3. The SPUR (San Francisco Planning and Urban Renewal Association) proposal described in the report entitled A Solid Waste Management System for the Bay Region is a noteworthy effort to find a regional solution for this vexing urban problem. Richmond's participation in the demonstration project proposed in this report could benefit the community by providing a program of local job training and economic development. The SPUR proposal constitutes a region-wide program for waste material collection, processing for substantial reuse, and disposal of the remainder in a productive manner which has a positive impact on the environment.



4. Richmond Sanitary Service is the operator of the sanitary landfill facility located on the shores of San Pablo Bay in North Richmond. It serves most of Western Contra Costa County as well as portions of Marin and Alameda Counties.

a. The entire site owned by this operating firm and its subsidiary contains approximately 900 acres; about half of this area is already diked off and partially filled. The other portion is in tidelands and marshlands.

b. The site is rated as a Class 1 facility, suitable for the disposal of hazardous industrial wastes, by the California Water Quality Control Board on the basis of certain physical features such as the low permeability factor of its underlying silt. The site takes wastes from areas outside of Richmond.

c. An application to dike off approximately 280 acres of these tidelands and marshlands was filed in 1964 with the U. S. Army Corps of Engineers. However, the Corps has never acted upon this application.

d. The Richmond Sanitary Service has been notified by the Army Corps of Engineers that diking of approximately 90 acres of former tidelands located between Herman Slough and the County Corridor was performed without Corps approval.

e. A development plan concept for the entire area, submitted to BCDC for approval in November 1971, proposes filling an additional 180 net acres of tidelands; action by BCDC is expected in 1973.

f. The development plan concept proposes to utilize about 700 of the total 900 acres for sanitary landfill over the next 30 to 50 years. Its ultimate use would be for recreation purposes. The remaining 200 acres would be left in marshland and in a narrow water area connected to San Pablo Bay.

g. Approval of the dikes and the development plan concept is likely to jeopardize the usefulness of the marshlands as an environmental resource. Disapproval will shorten the time period during which this site can be used for waste disposal.



5. Three sanitary districts have established sewage treatment plants within the Coastline Area. A study of the best means of consolidating sewage treatment facilities throughout Contra Costa County is currently underway. Preliminary conclusions indicate that the western portion of Contra Costa County will be served by the existing (though perhaps expanded) treatment plants within the Coastline Area. The San Francisco Bay Regional Water Quality Control Board has required that sewage from all three districts receive secondary as well as primary treatment before the effluent is released into the Bay.

a. The San Pablo Sanitary District Sewage Treatment Plant is located in North Richmond adjacent to the sanitary landfill site.

b. The Richmond Sanitary District Sewage Treatment Plant is located in Point Richmond on Canal Boulevard.

c. The Stege Sanitary District is now connected with the main sewage collector line which serves Albany, Berkeley and Oakland, with a large treatment plant located near the San Francisco-Oakland Bay Bridge Toll Plaza. The Stege primary treatment plant at Point Isabel is now utilized only in case of emergency.

6. A storm drainage system has been designed and approved for construction in North Richmond to meet a critical need in this area.

a. The City portion of the community has no storm drain facilities, and the facilities in the County portion are extremely limited.

b. For the storm drains to become fully effective, flooding from Wildcat and San Pablo Creeks must be controlled.



7. The U. S. Army Corps of Engineers is currently preparing a feasibility report for water resources development on Wildcat and San Pablo Creeks.

a. The Corps' justification for the proposed flood control project is based on land use assumptions developed in the County's North Richmond-San Pablo Bay "701" Study.

b. The flood control project is needed to enhance the existing residential community, to create the potential for upgraded housing north of Wildcat Creek, and to allow North Richmond to expand to a size which can support commercial and community facilities.



#### IV. COMMUNITY SERVICE FACILITIES :

##### POLICIES

1. Urge BCDC and the Army Corps of Engineers to make an early decision in respect to the existing and proposed sanitary landfill in the North Richmond-San Pablo Bay Area in order to help determine: (Interim Policy)

- Whether or not there will be a reduction in the capacity of the site as well as in the time period during which it can be used for refuse disposal;

- What impact continued use will have upon adjacent marshes.

2. Utilize the present sanitary landfill site until new methods and/or locations are established for the disposal of solid waste materials. (Interim Policy)

3. Cooperate and if possible participate with other Bay Area communities in seeking and establishing inland sanitary landfill sites, such as those being investigated in the Sacramento-San Joaquin Delta by SPUR, in order to curtail further diking off of Bay water and tidelands. (Interim Policy)

4. Encourage, support and participate in studies of practical alternative methods of solid and liquid waste disposal. Such studies include exploration of waste reduction by the following methods: (Continuing Policy)

- a. Reduction at source: Require modification of some products and materials; eliminate others such as superfluous packaging.
- b. Reuse without reprocessing: Recycling of suitable articles such as some glass, paper and metals.
- c. Reuse with processing: Determine under what circumstances it is feasible to blend materials with unused materials and, after separation, make such raw materials available to industry.
- d. Conversion: Determine how organic materials that remain after separation can be composted and turned into agricultural fertilizer.
- e. Change of state: Determine practical methods whereby incineration of remaining combustible materials can be done to produce gas and energy.
- f. Burial: Determine the location of suitable sites where remaining materials can be used for land contouring or for filling as deemed desirable.

5. Support and encourage efforts of the San Francisco Bay Water Quality Control Board to improve the quality of Bay waters to a standard pure enough to use for water contact sports and for shellfish propagation.  
(Continuing Policy)

6. Support development of the Federally-assisted flood control projects and storm drainage facilities in North Richmond. (Continuing Policy)



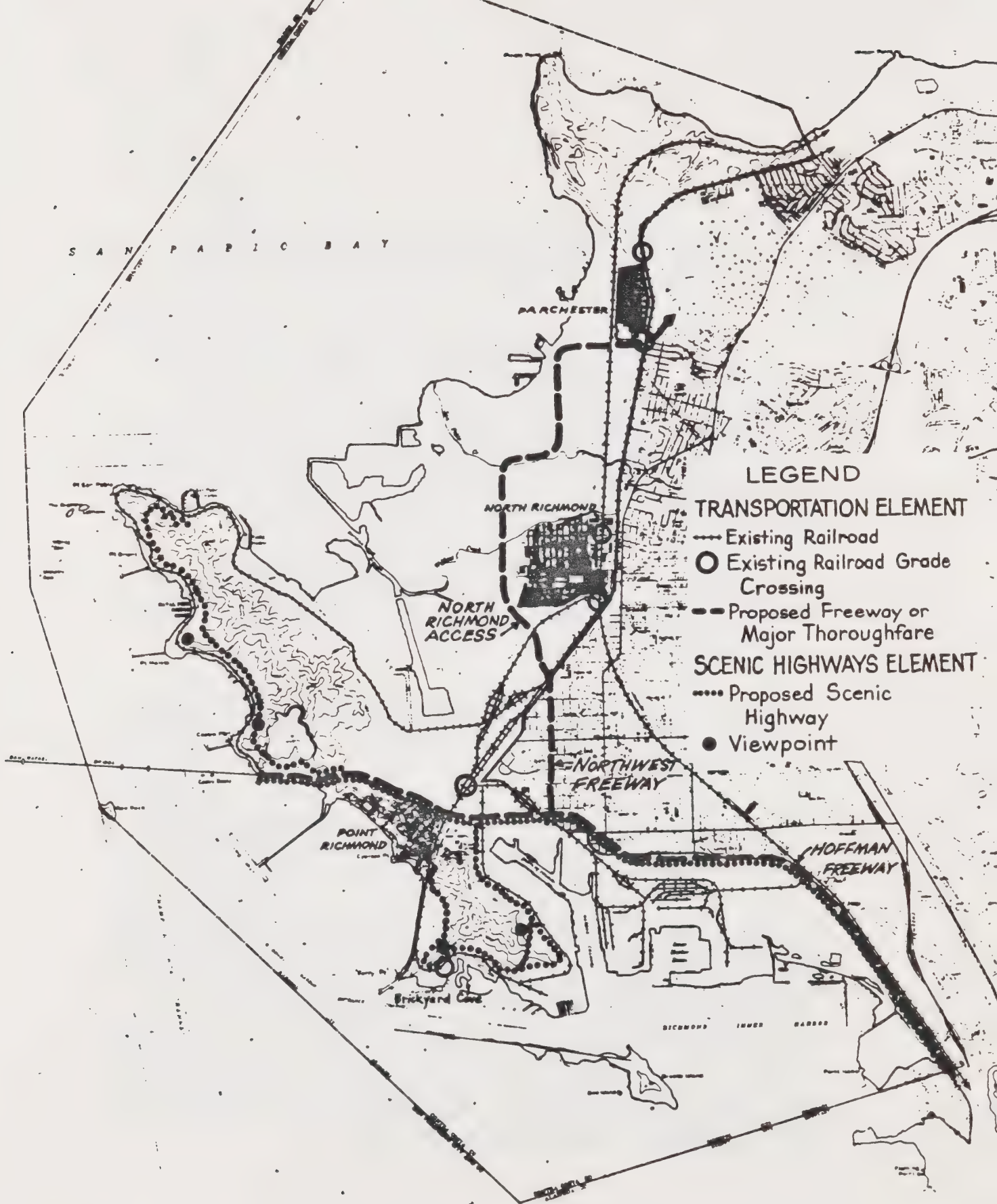


PLATE 8

# TRANSPORTATION AND SCENIC HIGHWAYS

## **SECTION B. CIRCULATION**

### **I. TRANSPORTATION**

#### **FINDINGS**

1. Transportation facilities serve the function of expediting the movement of people and goods. Because traffic is a function of land use, development of effective transportation facilities should not be considered an end in itself, nor should development of facilities for one mode of transportation be stressed without consideration of other types.

2. Efficient connection of marine terminals, railroads and freeways is vital for development of Richmond's share of the Bay Area's port, warehouse and distribution industries.

3. Circulation in the Coastline Area is dominated by cars, trucks and railroads. Water is neglected as a means of transportation, except for the shipment of freight. Public transportation to the coastline is virtually nonexistent.

4. Although the present transportation planning process is biased toward highway construction, an interest in public transportation is emerging at the regional, State and Federal levels of government.

5. Present consideration of public transit has concentrated on the commuters' trip to work. Transit to recreation areas has generally been ignored, making "open space" enjoyment available only to those with access to cars who are not too old or too young to drive. The Richmond BART station is relatively close to the coastline. With convenient public transit links, the coastline could be a regional resource even for those without cars.

6. Absence of mass transit to shoreline job locations has a limiting effect on providing job opportunities to those lacking cars or access to them.

7. Numerous on-grade railroad track crossings of City streets are both inconvenient and hazardous in the following areas (see Plate 8):

- Parchester
- North Richmond
- Point Richmond
- Brickyard Cove



8. The only transportation to the Point Molate beach park is by private automobile. Hikers and bicycle riders cannot cross the Standard Avenue freeway and so cannot travel from populated areas of the City to Western Drive.



9. Particularly serious circulation problems afflict several Richmond neighborhoods:

- a. Heavy truck traffic in North Richmond is incompatible with the residential nature of that area. The North Richmond Access will relieve this hazard.
- b. Public transportation service to Par-chester and North Richmond is poor and limits mobility in these neighborhoods, which have a lower car ownership ratio than does the rest of the city.
- c. Parchester Village is walled in by two high mainline railroad berms.
- d. Brickyard Cove is connected to the rest of Richmond by a single road.
- e. Hazardous driving conditions on Hoffman Boulevard are reflected in a high incidence of accidents and fatalities.
- f. Main tracks of the Southern Pacific and Santa Fe Railroads impede traffic flow to the coastline.

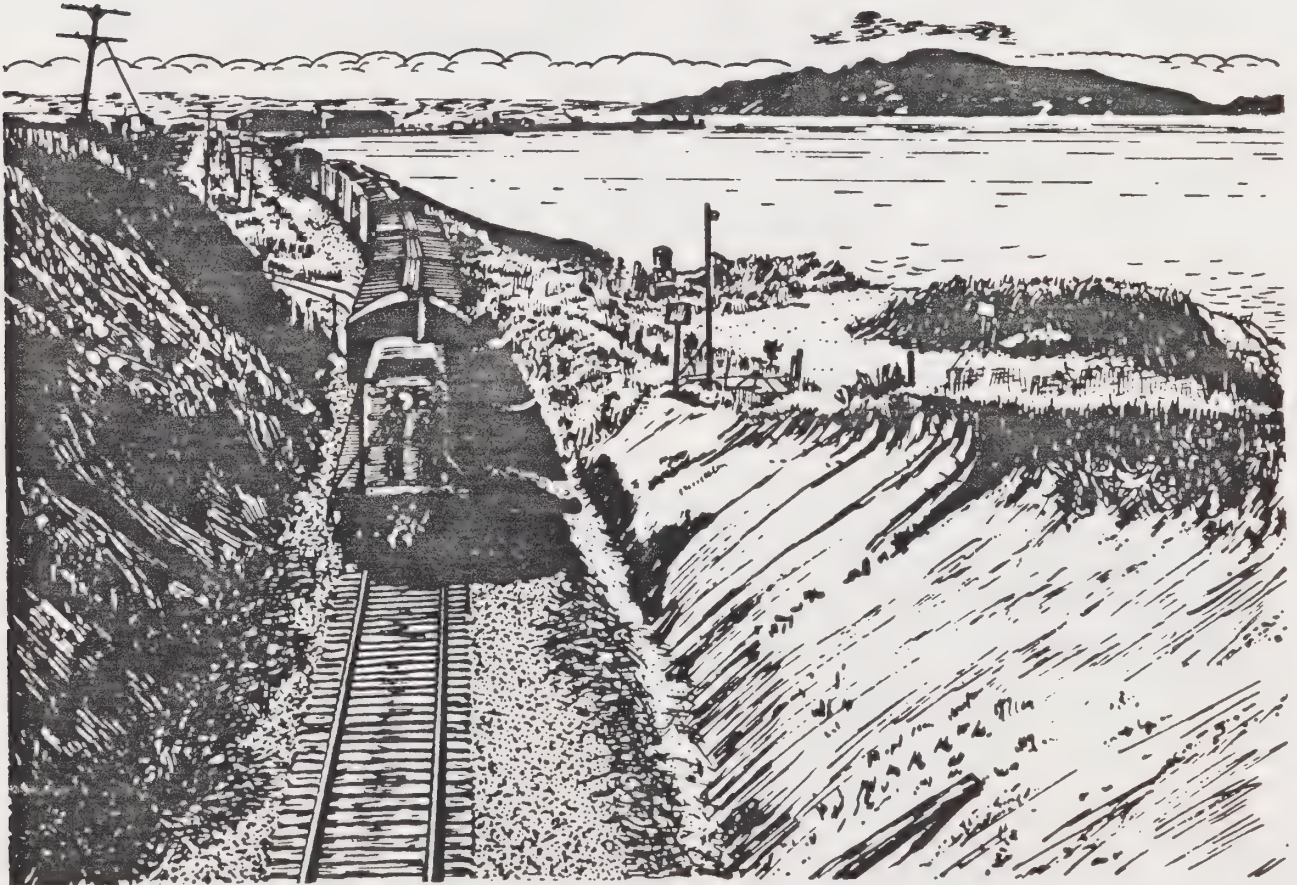
10. Railroad tracks proliferate along the eastern edge of the Coastline Area (see Plate 8). They damage adjacent neighborhoods by:

- Disrupting the community;
- Isolating neighborhoods;
- Bringing frequent railroad noises.

11. The rail line around Point San Pablo is not used to its full capacity by industry and has potential as a recreational facility.

a. Rides on a portion of the Beltline in antique trains are popular.

b. If the Beltline loop were to be used for passengers, safeguards for the security of Standard Oil's Refinery would be required.





## **I. TRANSPORTATION**

### **POLICIES**

- 1. Promote more effective movement of people to and within the Coastline Area by: (Continuing Policy)**
  - Increased public transit service linked to BART;
  - Development of convenient bicycle and foot trails;
  - Provision of new types of transportation, such as ferries and antique trains, where feasible.
- 2. Promote circulation facilities in the Coastline Area that will assist inland residents in taking advantage of the shoreline. Stress that the design of these facilities should not block access to the waterfront. (Continuing Policy)**
- 3. Explore the possibility of combining rail lines and spurs into an efficient system of essential rail lines which will: (Future Policy)**
  - Minimize the number of grade separations required for safe crossings;
  - Reduce adverse effects on adjacent neighborhoods.



4. Promote early construction of the North Richmond Access, a major thoroughfare, to eliminate truck through-traffic in the North Richmond neighborhood and to attract industry to nearby areas (see Plate 8). (Continuing Policy)

5. Support the earliest possible construction of both the Hoffman Freeway and the Northwest Freeway, which will link the Hoffman Freeway to the North Richmond Access (see Plate 8). (Continuing Policy)

6. Urge that agreement be reached among the City of Richmond, the City of San Pablo and Contra Costa County to determine the scheduling of construction of the following grade-separated railroad-street crossings east of North Richmond: (Continuing Policy)

- At Chesley Street where it crosses the Santa Fe Railroad and Southern Pacific Railroad main lines;

- At Market Street where it crosses the Santa Fe Railroad and Southern Pacific Railroad main lines.

7. Build grade-separated railroad-street crossings to provide safe access to the following residential areas if alternative routes which do not cross tracks cannot be found: (Future Policy)

- In Brickyard Cove, if construction of the Garrard-Canal Boulevard loop is delayed, as the loop will relieve the grade crossing problem;

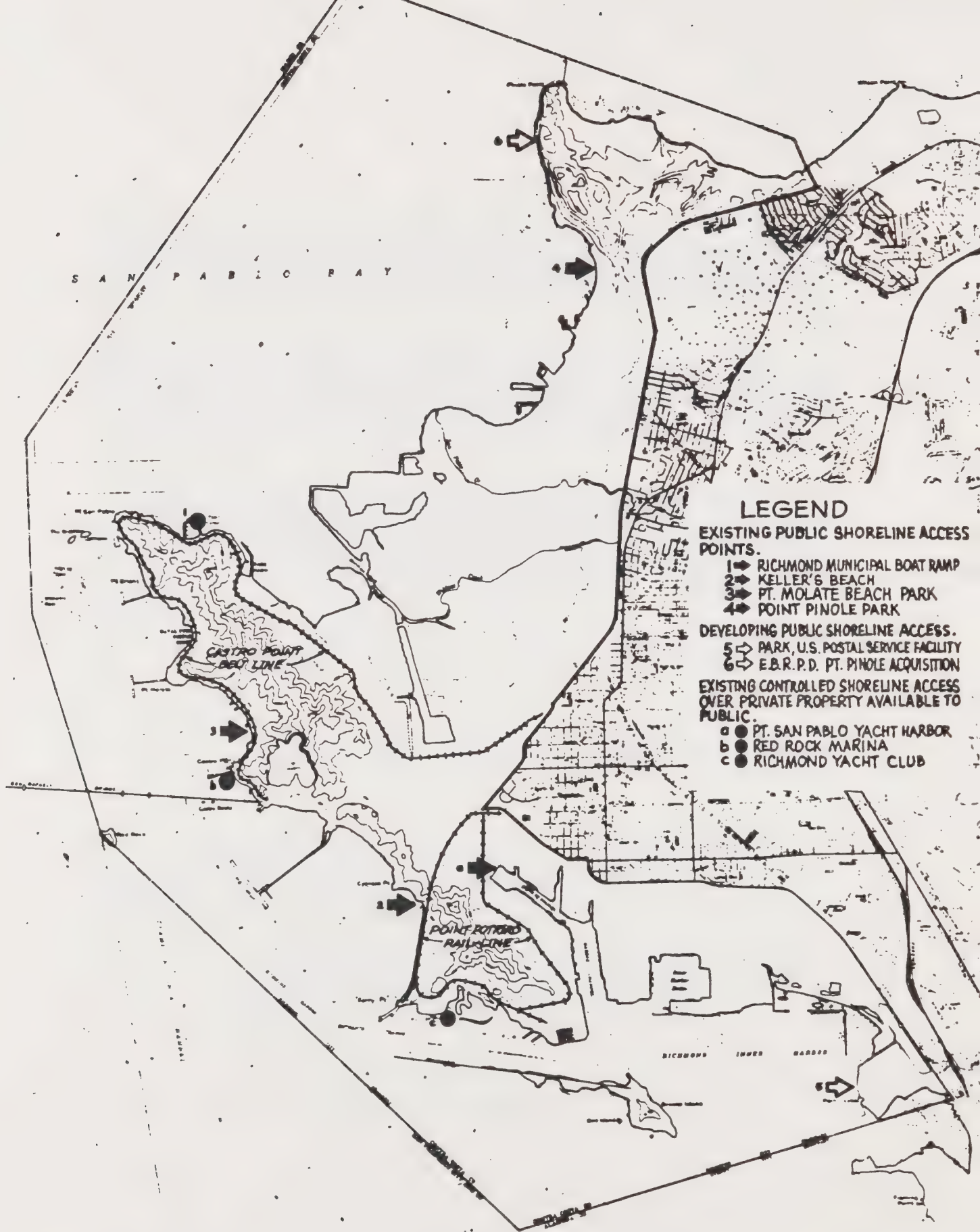
- In Point Richmond;

- At Parchester Village.

8. Encourage development of a system of hike/bike trails throughout the Coastline Area as shown on Plate 13, Regional Recreation. (Continuing Policy)

9. Ensure that adequate bicycle and pedestrian pathways and crossings, linked to coastline trails and mass transit, be built in connection with highway improvements. (Continuing Policy)

10. Encourage development of boat service to connect regional recreation facilities and points of interest along the Richmond coastline; investigate possible links to waterfront locations throughout the Bay. (Continuing Policy)



**PLATE 9**  
**PUBLIC SHORELINE ACCESS**





## II. PUBLIC ACCESS

### FINDINGS

1. Richmond's shoreline is the City's major physical feature. At this time it is largely unkempt and uninviting because of localized dumping, desecration of the natural terrain, and underutilization.
2. Richmond's citizens recognize the shoreline's great potential for public enjoyment and have expressed their need for more public access to the shoreline for walking, wading, viewing, fishing, nature study, boat launching or simply sitting beside the water.
3. Only a few public recreation areas and one public boat-launching ramp offer public access along Richmond's 32 mile shoreline (see Plate 9). Private facilities, such as rod and gun clubs and marinas, offer their users coastline access. Many citizens trespass on private property in order to reach good fishing spots or nature study areas.
4. Richmond's largely undeveloped coastline offers many opportunities, as development takes place, for providing public access to the shoreline.
5. Not all regional park facilities proposed in the Regional Recreation element of this plan can be built in the near future. Even if all were completed immediately, only a small part of the shoreline would be open to the public. Additional public access to the shoreline can be provided in part by private capital in a wide variety of shoreline developments.

6. The Bay Conservation and Development Commission has jurisdiction over a shoreline band 100' in width within which the agency controls the granting of development permits. BCDC requires that developers within this band provide public access to the shoreline.





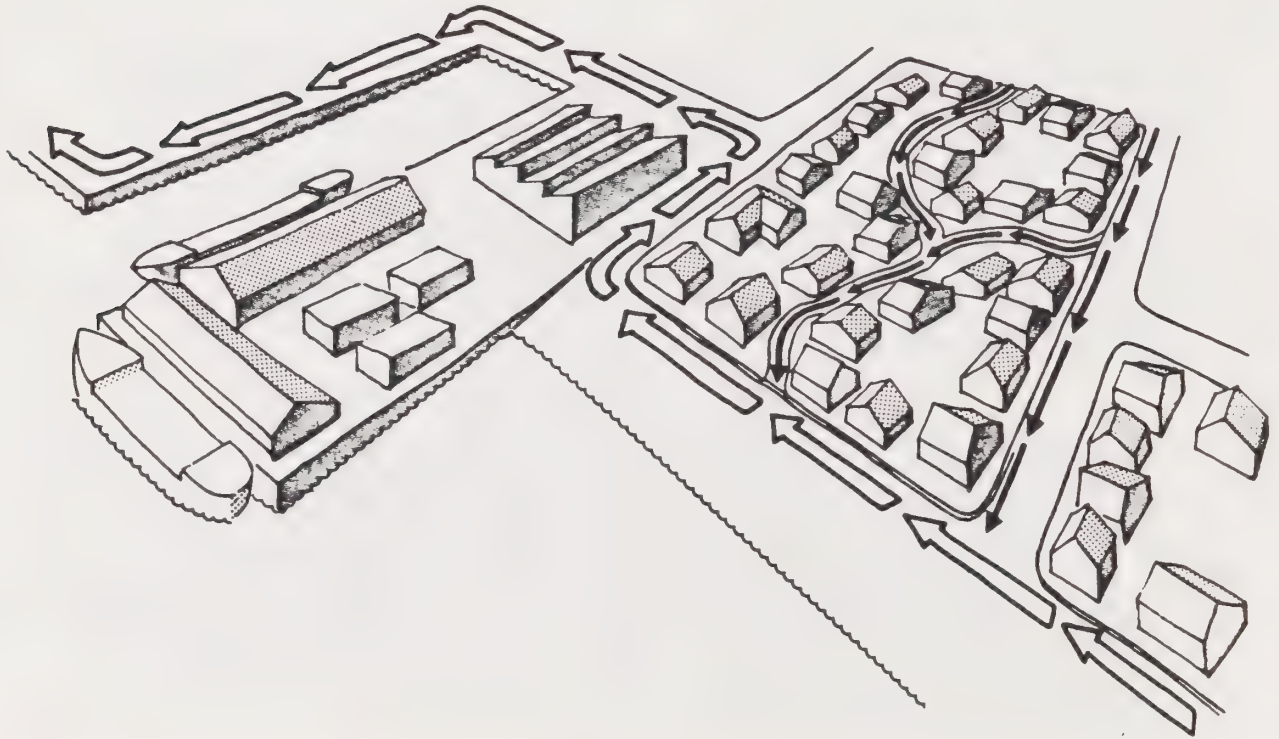
## **II. PUBLIC ACCESS**

### **POLICIES**

1. Require that all new major waterfront developments provide a reasonable degree of free permanently guaranteed access to the shoreline, with adequate links to inland areas. This is to be accomplished through City review and control of the siting and design of developments to ensure that shoreline land is accessible and available for public use. Such control may involve requiring the dedication of fee title or easements where appropriate at no public cost. (Continuing Policy)
2. Encourage free public access, even in limited amounts, in areas of existing development. This is to be achieved through cooperation of private property owners and may mean some financial commitment from the public sector. Accessways may be provided through developed areas, around them, or between them to reach points along the shoreline. Public paths may stretch along the shoreline where feasible, winding around developed areas or structures if necessary, as the sketch which follows shows. (Continuing Policy)
3. Encourage development of special facilities to provide public access where ordinary trails and paths are impractical or where free public access would create a safety hazard. (Continuing Policy)
  - a. In marshland conservation areas, reserve sites for boardwalks and observation points;
  - b. In heavily industrialized or hazardous areas, urge development of observation towers



or other facilities physically separated from other activities, but permitting physical or visual access to the shoreline and activities bordering it.



4. Initiate and carry through coordinated planning to provide public access at points along Richmond's southern shoreline, from Point Isabel to and including the Inner Harbor Basin, at the earliest stages of planning for new development. (Continuing Policy)

5. Encourage the use of several alternate ways for the public to reach the shoreline. (Continuing Policy)

a. Urge that bus routes connect population centers and BART terminals in Richmond with shoreline points of interest, such as Point Pinole and Point Molate;

b. Encourage passenger service on the Castro Point Belt Line railroad to Point San Pablo and on the rail loop extending around the Point Potrero Peninsula (see Plate 9);

c. Require adequate provisions for car and bicycle parking at shoreline public access points. Vary the amount of parking space according to the size of the public access area;

d. Encourage the development and designation of bicycle, hiking and horse trails both leading to shoreline access points and extending along the shoreline where feasible.

6. Ensure that the design of the Hoffman Freeway includes provision for bike paths and bicycle and pedestrian crossings. (Continuing Policy)



### **III. SCENIC HIGHWAYS**

#### **FINDINGS**

1. Scenic highways offer a way to display the visual assets of Richmond's shoreline and Bay views to passing traffic (both motor vehicle and bicycle) at minimal cost to Richmond but with great benefit for large numbers of people.
2. A successful system of scenic highways requires:
  - Designation of appropriate thoroughfares;
  - Restoration of visual resources along scenic routes where adjacent land areas are abused or neglected;
  - Continuing attention to the maintenance of adjacent areas;
  - Protection of adjacent views.
3. A system of scenic highways is enhanced by development of viewpoints at places offering especially satisfying vistas.
4. Existing thoroughfares which are particularly suited to designation as scenic highways are:



- The Hoffman Boulevard-Standard Avenue-Richmond-San Rafael Bridge route (the Hoffman Freeway will generally follow this route);
- Western Drive north of the Richmond-San Rafael Bridge toll plaza.

5. The proposed Garrard-Canal Boulevard loop and its hill extensions will afford scenic views.





### III. SCENIC HIGHWAYS

#### POLICIES

1. Designate and maintain as scenic highways (see Plate 8): (Continuing Policy)

- The Hoffman Boulevard-Standard Avenue-Richmond-San Rafael Bridge route;
- Western Drive north of the Richmond-San Rafael Bridge toll plaza.

2. Schedule early construction of the Garrard-Canal Boulevard loop, to extend along the level shoreline past Brickyard Cove, around Potrero Point and connecting to Canal Boulevard, to be designated as a scenic highway and to carry recreational, residential and industrial traffic. (Continuing Policy)

3. Schedule construction of two additional sections of the Garrard-Canal Boulevard loop scenic highway to be developed after construction of the major alignment of the loop is complete. One additional section will pass over the low saddle of the ridge which extends to Ferry Point and one will follow the approximate alignment of former County Road 27, which passes through the ARCO property above Shipyard 3. These hill extensions will carry primarily recreational traffic. (Future Policy)

4. Designate a location along each proposed hill extension of the Garrard-Canal loop to be developed as a viewpoint. (Future Policy)

5. Eliminate billboards fronting on Hoffman Boulevard.  
(Continuing Policy)

6. Encourage a design for the Hoffman Freeway that will allow Bay views, especially on the elevated portions proposed to pass through the southern portion of the Coastline Area. (Continuing Policy)

7. Require landscaping of the 20 foot berm which is partially constructed on the eastern side of Western Drive and require landscaping of other quarrying sites as work on them is completed. (Continuing Policy)

8. Develop two viewpoints on Western Drive (see Plate 8): (Continuing Policy)

- Above Red Rock Marina;
- On the Point Molate ridge spur.

9. Place utility lines underground along Western Drive above the Richmond-San Rafael Bridge toll plaza. (Future Policy)



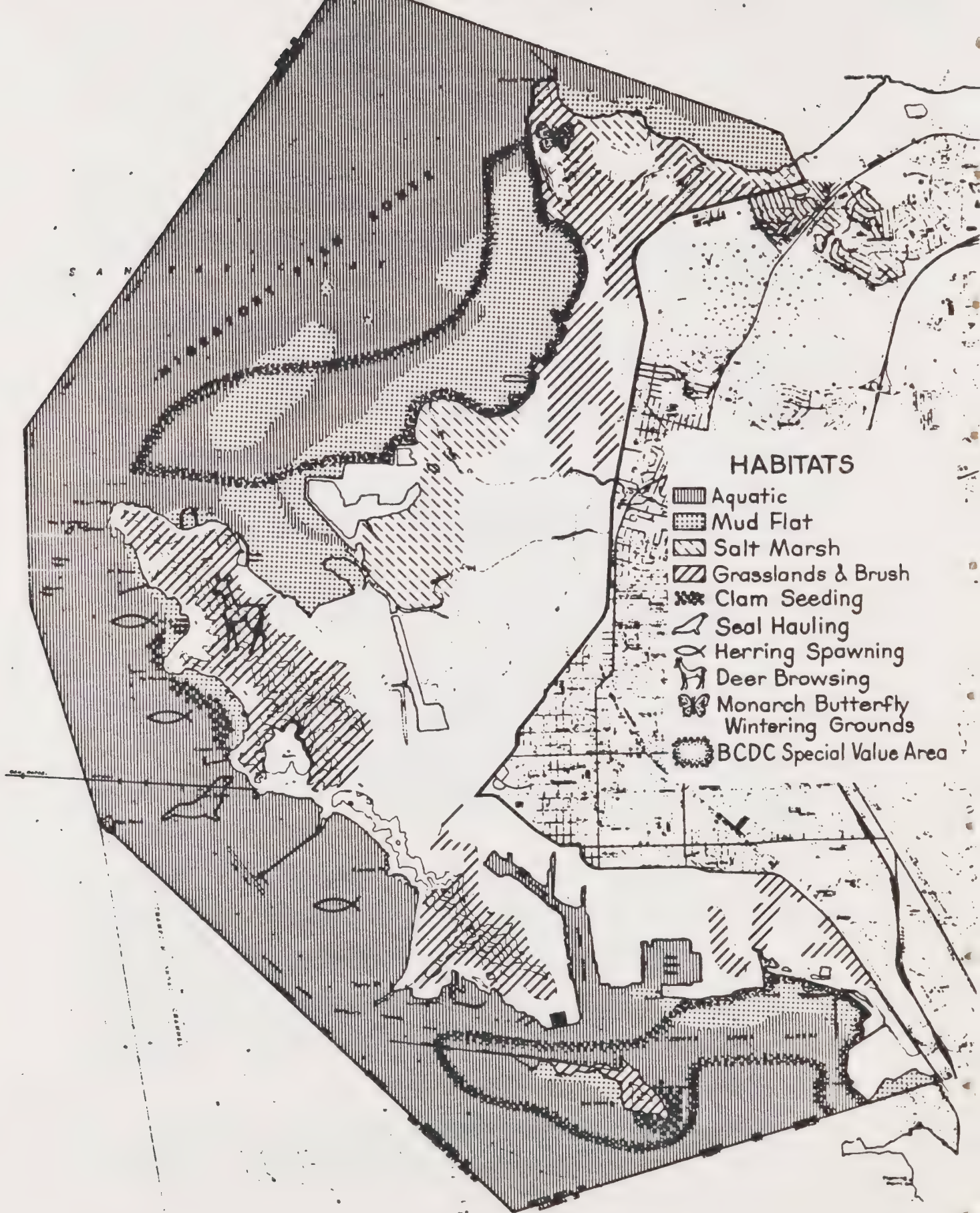


PLATE 10

EXISTING ENVIRONMENTAL RESOURCES

## SECTION C.

# ENVIRONMENTAL RESOURCE MANAGEMENT

## I. CONSERVATION

### FINDINGS

1. The City of Richmond shares with the State of California a desire to conserve the natural environment. The State has demonstrated its concern by requiring all California cities to prepare a Conservation Element to be included in each city's General Plan and by enacting the Environmental Quality Act of 1970. The City has demonstrated its concern for the local environment by adopting guidelines for judging the effect of development on the environment. The guidelines, adopted unanimously by the City Council on October 24, 1972, outline the following effects that a development may have:

a. Alters an ecological unit or land form such as a ridgeline, saddle, draw, ravine, creek, swamp, marsh, mudflat, shoreline cove, beach or cliff.

b. Directly or indirectly affects a wildlife habitat, feeding or nesting ground.

c. Results in the removal or alteration of existing grasses, trees, shrubs, or other vegetative cover.

d. Affects the appearance and character of a special scenic area or resource (e.g. a Bay view from elevated land or the East Bay hills from flat land).



e. Involves a site of archeologic or historic interest.

f. Involves buildings or other structures that are of a size, bulk or scale that would be in marked contrast to any natural or existing urban feature in the vicinity.

g. Alters an existing drainageway in any manner.

h. Could result in silting of a creek, stream, channel, lagoon, basin, or other water body.

i. Discharges any toxic, discolored or thermally abnormal liquid directly into any water body; or requires an on-site waste treatment, cooling, or settlement pond.

j. Involves the use of any herbicide or pesticide on any portion of the site.

k. Involves the use of Bay water for any process other than navigation.

l. Has the potential to affect an aquifer in any way.

m. Emits smoke, gas, steam, dust, or any other particulate matter.

n. Involves any process resulting in an odor discernible to the human senses beyond the boundaries of the site.

o. Generates solid wastes requiring either on-site treatment or disposal, or requiring transport to a treatment or disposal site.



p. Discharges significant volumes of solid or liquid wastes into the municipal sewage system.

q. Has the potential to strain the capacity of the municipal sewage disposal system, storm drainage system, or other utility.

r. Involves any process generating noise that may be offensive or damaging.

s. Either displaces excessive numbers of people, or results in a significant increase in population.

t. Alters the social and economic characteristics of an established area.

u. Divides existing uses, or isolates an area.

v. Preempts portions of the shoreline for public use and/or blocks public access to the shoreline.

w. Alters local traffic patterns, or causes sizable increase in traffic volume.

x. Is a part of a larger project which, at any future stage, may involve any of the conditions listed above.

y. Results in any hazard to health or safety (including known slide area and earthquake faults); any handling of hazardous materials.

2. The Coastline Area's most basic resource is the open water that borders it. Environmental, economic, and recreational values overlap in the water area. The development of all its assets depends first upon the Bay not being used as a free dump. Primary threats to the Bay's water quality and wildlife are:

- Inadequately treated or excessively chlorinated sewage;
- Industrial and agricultural wastes;
- Dredged spoils and other re-suspended solids.

3. The Coastline Area contains extensive tidelands and uplands vital in maintaining the area's wildlife, which includes fish, shellfish, shorebirds, the waterfowl of the Pacific flyway, and upland species (see Plate 10). Marshes and tidal mudflats sustain particularly large wildlife populations. The key elements in preserving wildlife are maintenance of good air and water quality and extensive and varied habitat areas.

4. The San Francisco Bay Conservation and Development Commission has designated the marshes and mudflats between San Pablo Creek and Point Pinole as a wildlife habitat of high value because of the food supply and undisturbed resting areas they provide for waterfowl. The mudflats of the southern portion of the Coastline Area from Ferry Point to Point Isabel and the northern shore from Point San Pablo to Point Pinole have been designated as medium value.

5. San Pablo Peninsula, the Castro Rocks, and Point Pinole all harbor wildlife species that are not common in the area.

a. A small number of deer inhabit the San Pablo Peninsula. Use of the ridge as a tank farm will not harm the deer, as long as native vegetation remains intact and trails to watering places are not obstructed.

b. The Castro Rocks are an important hauling ground for the small surviving population of Harbor Seals. This species has reached a critical low point in population size.

c. Point Pinole is an over-wintering area for the Monarch Butterfly.





6. Benefits from the fish and wildlife of the Bay include food, fisheries industries, recreation, research and education and maintenance of a rich, balanced environment.

7. Marshes and mudflats offset the air and water pollution produced by the Bay Area's urban activities by adding to the oxygen supply in air and water and absorbing carbon dioxide from the air.



8. Underground as well as off-shore water supplies are jeopardized by careless disposal and development. Damage to the aquifer would impair its usefulness in a water shortage or other emergency (see Plate 14).

a. Underground fresh water can be polluted by salt water if deep dredging breaks the heavy layer of clay that protects the supply.

b. Liquid wastes which saturate the ground can infiltrate underground reservoirs.



9. The existence of some poor air quality in the Coastline Area is a result of some polluting emissions from stationary sources and the larger amount of pollutants generated by motor vehicles.

10. The area around Wildcat and San Pablo Creeks is prone to floods which damage property and reduce property values. A storm drain system is under construction in North Richmond.

11. Careless development practices which damage and remove vegetation may also lead to erosion of the exposed soil and consequent flooding and slope failures. The Potrero Hills have been scarred by motorcycles; vegetation has been destroyed leading to severe erosion of the exposed soil.

12. The policies and development plans of many different agencies can affect the management of resources within Richmond and the Coastline Area. No mechanism now exists to integrate the goals and priorities of these local, regional, state and federal agencies into a framework which would guide rational planning and decision making about the long-term use of our natural resources. These agencies include:

- Association of Bay Area Governments
- Bay Conservation and Development Commission
- East Bay Regional Park District
- Regional Water Quality Control Board
- Contra Costa County Flood Control District
- East Bay Municipal Utility District
- Bay Area Air Pollution Control District
- California Department of Public Health
- California Division of Highways
- California Department of Fish and Game
- U. S. Army Corps of Engineers

The actions of adjacent cities and counties will also affect Richmond's environmental resources.





## **I. CONSERVATION**

### **POLICIES**

1. Assist in balancing the environmental, social, and economic values of the Bay and adjacent areas when formulating plans for future development in Richmond. Use the area's resources to produce a kind of growth that will benefit residents of the community within a framework of conservation, public access to the Bay, and economic feasibility. (Continuing Policy)

2. Use the guidelines adopted unanimously by the Richmond City Council on October 24, 1972, as a preliminary basis for managing development in Richmond. (Continuing Policy)

3. Discourage new development on the marshes or mudflats of the Coastline Area. (Continuing Policy)

4. Review existing standards for sewage and industrial liquid waste disposal, and revise them if necessary to provide the best possible protection from chemical, organic and thermal pollution for the waters of the area. (Continuing Policy)

5. Prevent the excessive withdrawal of underground water supplies, and do not permit underground disposal of liquid waste material. (Continuing Policy)

6. Strongly support regional efforts to curtail air and water pollution. (Continuing Policy)

7. Evaluate any proposals for the use of San Pablo Peninsula, Point Pinole, and the waters around Castro Rocks with attention to their effects on the deer population, the Monarch Butterfly and the Harbor Seal. (Continuing Policy)

8. Preserve the wildlife value of the open water south of Brooks Island and between Brooks Island and Point Isabel by discouraging filling or dredging there. (Continuing Policy)

9. Promote development of flood control works on Wildcat and San Pablo Creeks, insuring that they preserve the existing marshes and riparian environment. (Continuing Policy)

10. Curtail the motorbike activity that disfigures the Potrero Hills, since it is not compatible with a policy of conserving that environment. Urge the East Bay Regional Park District to designate a site for this activity. (Continuing Policy)

11. Require, through development review and controls, that erosion control be a part of any development on sloping land. Require replanting of any destroyed or damaged vegetation on slopes or at quarries. (Continuing Policy)

12. Initiate, with the participation of affected local, regional, state and federal agencies and including adjacent cities and counties, studies directed at the formation of a structure of intergovernmental participation in environmental resource management. Elements of such studies would include definition of each agency's interests and responsibilities in environmental management; definition of the effect of decisions made within each agency, city and county on the natural environment; the geographic area affected by each level of decision-making; and the constraints which each participant places on the others by its policies. (Continuing Policy)

13. Initiate a procedure for informing local, regional, state and federal agencies of the environmental resource management policies of the City until a mechanism for intergovernmental resource management is devised. Urge that such agencies communicate plans for their actions on the local environment to the City so that their actions and policies can be integrated with the City's. (Interim Policy)



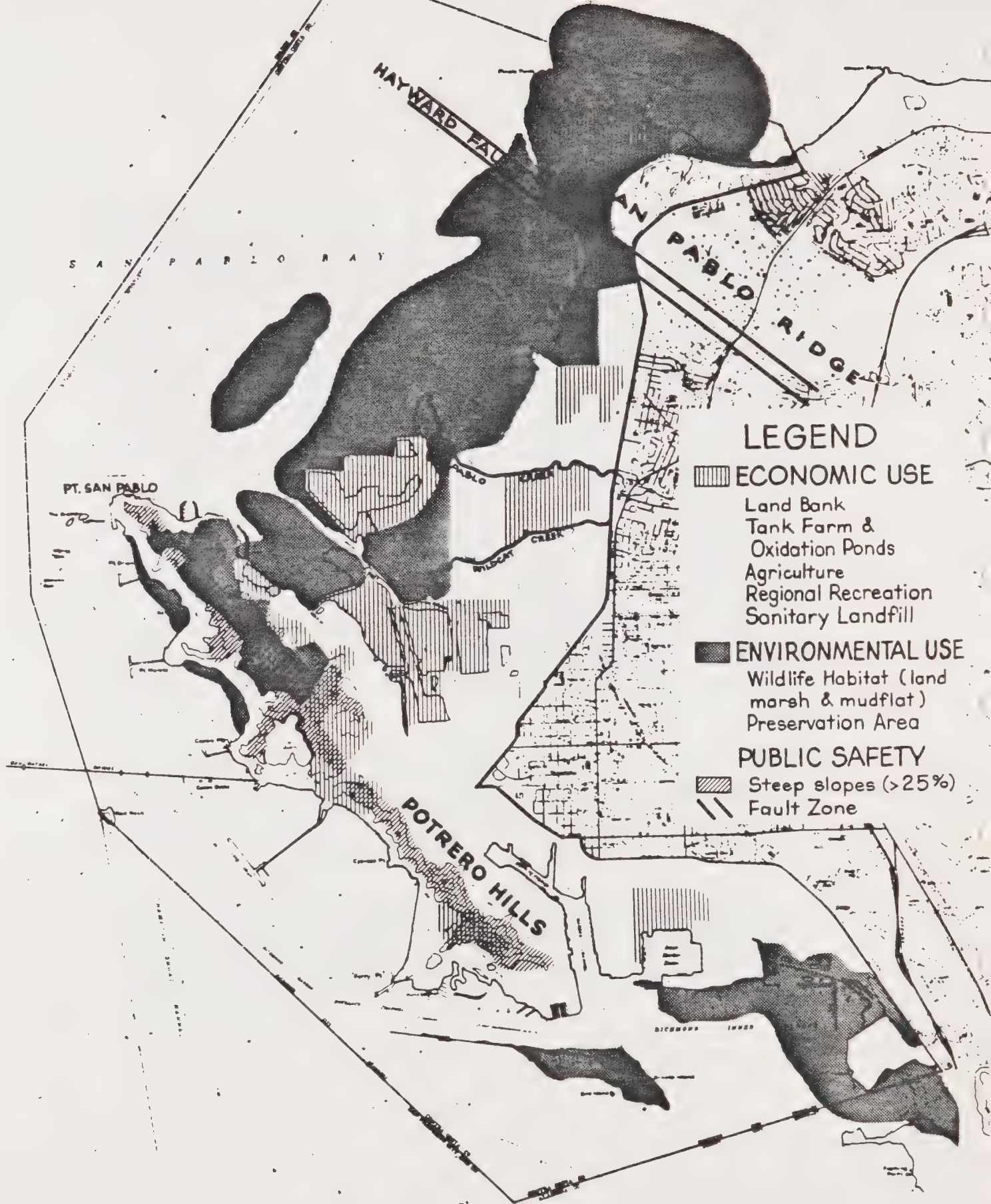


PLATE 11

EXISTING USE OF OPEN SPACE



## II. OPEN SPACE

### FINDINGS

1. Maintenance of open space is important for several reasons. Maintenance of open space preserves natural resources, including animal and plant life, the aquifer, soil, minerals and special areas of environmental balance. Open space is valuable for the managed production of resources, as in agriculture, ground water recharge areas, and in marshes and water areas important for the management of commercial fisheries. Open space can serve also as recreation space and as a protector of public safety in areas of special conditions. Open space also shapes urban growth and enhances the quality of life in urban areas.

2. Open space is substantially undeveloped but not necessarily economically unproductive land. The tank farm on San Pablo Ridge is an example of an extensive largely undeveloped area used by industry while also serving as a wildlife habitat and vegetated open space. The agricultural area remaining between Parchester and North Richmond serves as open space in the same way that parks and publicly owned lands do.

3. Privately owned open space serves the community even though there may be no public access to the property. These land and water areas provide wildlife habitats and plant life which aids in contributing oxygen to the air and water. To the extent to which these areas are visible, they counteract the sense of congestion so often felt in urban areas.

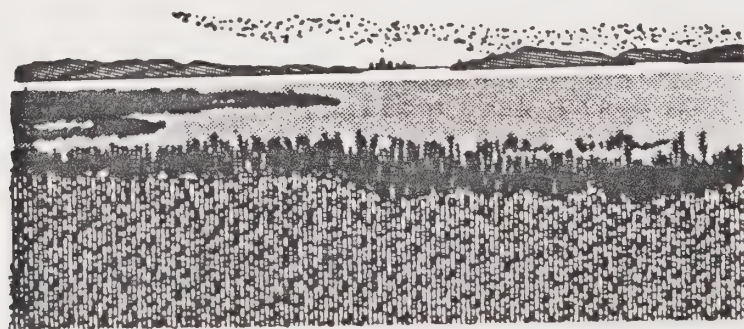


Long Flight  
237-1921

4. Even limited open space in urban areas provides many economic, social and environmental benefits. Open land and water areas enhance commercial recreation, housing and other commercial facilities. Open space can link uses in a city and separate and protect them where necessary.

5. Important large areas of open space in the Coast-line Area include Point Pinole, the agricultural area between Parchester and North Richmond, the marshes and tidelands to the west of North Richmond, San Pablo Ridge, Nicholl Nob, the Potrero Hills, Brooks Island, the areas of relatively undeveloped waterfront land along all of Richmond's coastline, and all of the open water area in the City limits (see Plate 11).

6. The policies of many different public bodies affect Richmond's supply of open space. No mechanism now exists to integrate these various and possibly incompatible policies into a single long-range guide for the maintenance and preservation of a desirable amount of local open space.







## II. OPEN SPACE

### POLICIES

1. Identify and designate for maintenance wherever feasible the following kinds of open space in Richmond: (Continuing Policy)

- Agricultural land;
- Natural resource land;
- Recreational land;
- Scenic areas;
- Watershed and ground water recharge land;
- Wildlife habitat;
- Areas related to public safety;
- Areas critical as shapers and dividers of urban growth.

2. Encourage the expansion of public open space in Richmond through its acquisition by public bodies, solicitation of gifts and grants, and by other means. (Continuing Policy)

3. Encourage the owners of private open space to maintain it and free it for public use, even in limited amounts, wherever possible and practical. Devise public incentives, such as tax incentives or reassessments, for maintenance of private open space. Urge implementation of the policies described in the Public Access element of this plan. Access to private open space could be provided through easements, short-term leases, by private railroad and by other means. (Continuing Policy)

4. Urge that open space be maintained in areas of special characteristics, such as fault zones, and adhere to the policies of the Safety element of this plan. (Continuing Policy)

5. Urge that the policies of the Conservation element of this plan be followed in order to preserve as open space areas of special importance as wildlife habitats. Such areas are the marshes and mudflats of the Coastline Area, Castro Rocks, San Pablo Ridge and Point Pinole. (Continuing Policy)

6. Urge that the tank farm areas on San Pablo Peninsula, whose secondary function is as open space, retain their natural topographic features and vegetation as much as possible. (Continuing Policy)



7. Encourage the retention of the area between Par-chester and North Richmond as agricultural land, as it also serves an important open space function, until it is scheduled for more intensive development. (Interim Policy)

8. Establish corridors of open space as links between Richmond's most urbanized areas and the waterfront. Use the trails described in the Regional Recreation element of this plan as open space links, along with Nicholl Nob and the Potrero Hills. (Continuing Policy)

9. Promote development of public and commercial recreation facilities where they are compatible with particular kinds of open space in order to use the open space to the greatest extent feasible. (Continuing Policy)

10. Urge the development of public access points and scenic highways described in the Public Access and Scenic Highways elements of this plan in order to make Richmond's open space visible to large numbers of people. (Continuing Policy)

11. Urge that all public bodies whose policies affect local and regional open space develop a mechanism of cooperation to integrate their disparate policies into a long-range guide for the maintenance and preservation of local and regional open space. (Continuing Policy)





PLATE 12

EXISTING EAST BAY REGIONAL PARKS  
AND E.B.R.P.D. TRAIL PLAN, 1972



### III. REGIONAL RECREATION

#### FINDINGS

1. The recreational opportunities within the Coastline Area are primarily of regional significance. Consequently, local recreational facilities, with the exception of certain urban trail segments, are not included in the Coastline Plan. Regionally significant attributes of the Coastline Area for recreation purposes are:

- A unique variety of shoreline landforms;
- Panoramic views of Bay waters, islands, and the nearby shore and ridge line of Marin County;
- Nearness to major highways and rapid transit;
- A relative lack of intensive development along the shoreline;
- Creeks which provide potential trail linkage to existing hillside regional parks and to the Skyline National Recreational Trail.

2. The East Bay Regional Park District was established to provide public park and recreation facilities in Alameda and Contra Costa Counties. The District is responsible under State law for planning, acquiring, developing and maintaining..."a system of public parks, playgrounds, golf courses, beaches, trails, natural areas, ecological and open space preserves, parkways, scenic drives, boulevards and other public recreation facilities



for the use and enjoyment of the inhabitants of the District."

3. Both Richmond area residents and residents of the region need more shoreline-related and regional recreation facilities. Many area residents who live in the flatlands closest to the coastline lack both the income and mobility to utilize more distant recreation. A projected 1980 population of 800,000 residents of Alameda and Contra Costa Counties will live within 30 minutes driving time of the coastline.

4. The East Bay Regional Park District has noted in a statement of its 1970 priorities that the shoreline is the area of most concern for future generations. The District recognizes that historically its mission has been to acquire interior hill lands. While this will continue to be important, shoreline development and acquisition will hereafter be of prime importance.

5. Based on the above policy, the District has taken steps to develop shoreline-related parks and trails. The District Board adopted a Trails Plan showing a number of shoreline trails and trails from the hillside regional parks to the shoreline (see Plate 12).

The National Scenic and Recreational Trails System Act of 1968 establishes criteria for the location, use, length, administration and design of National Recreational Trails. Such trails must be available to large numbers of people and incorporate significant features of the areas through which they pass. They must be available for day use, and there must be a guarantee that they will be available to the public for at least ten years. The East Bay Regional Park District's Skyline Trail is a National Recreational Trail. Opportunities exist to connect Richmond's coastline to the Skyline Trail and to extend the Skyline Trail along Wildcat Creek, crossing over to San Pablo Creek at Davis Park, and then to Alvarado Park.



6. The District is completing negotiations for the purchase of a large park site at Point Pinole and is planning a ridge and shoreline park at Point Richmond in the vicinity of the southern end of Garrard Boulevard. Other recent acquisitions include Brooks Island and a view park site on Nicholl Nob.

7. The Open Space Plan adopted by the Association of Bay Area Governments delineates the amount of regional recreation space needed to serve the Bay Area population. Based upon this plan, 15 acres per 1,000 population is established as a standard to measure regional recreation acreage need. Studies are underway to correlate this standard with quality and location of land.



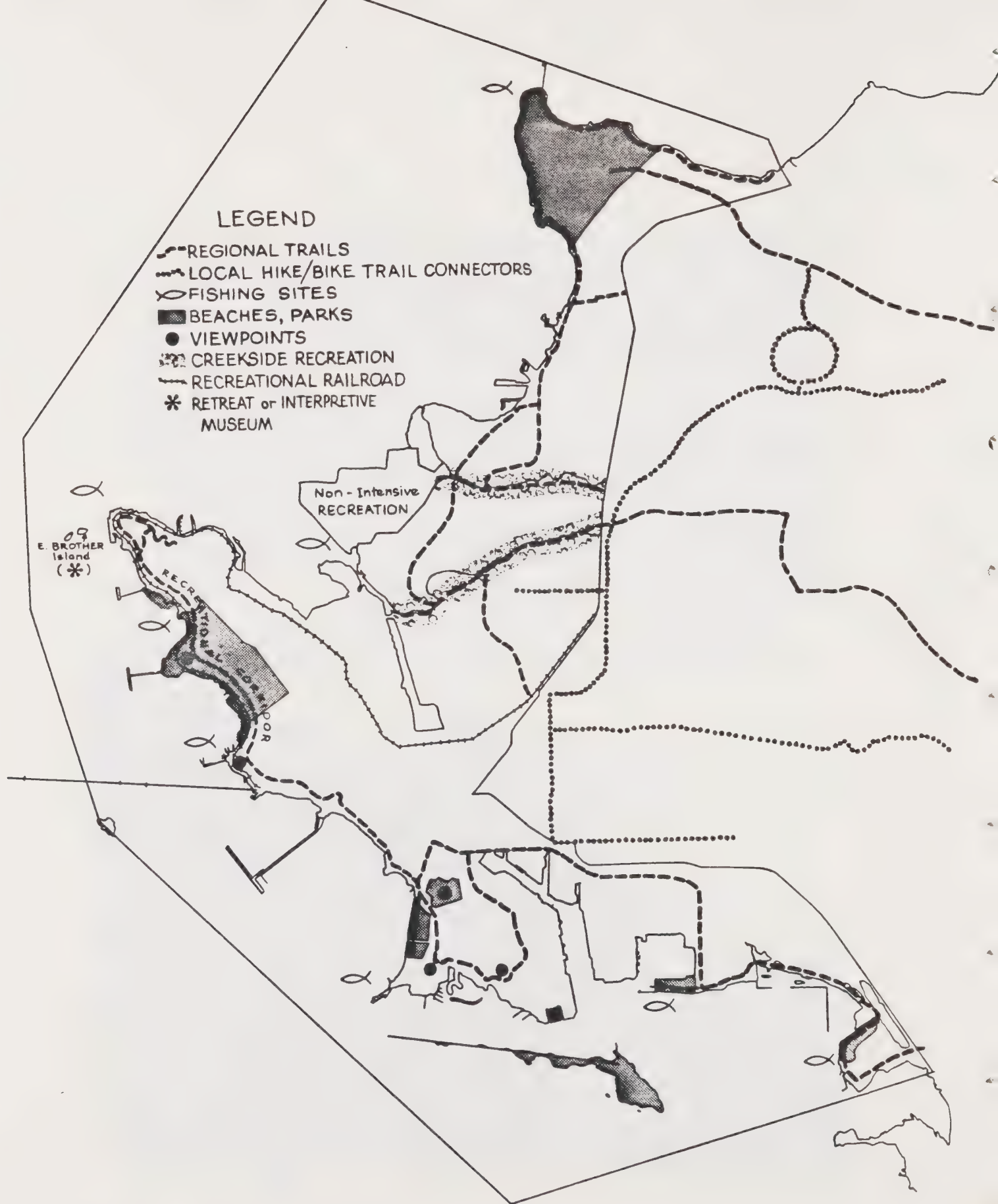


PLATE 13

**PROPOSED REGIONAL RECREATION SYSTEM**

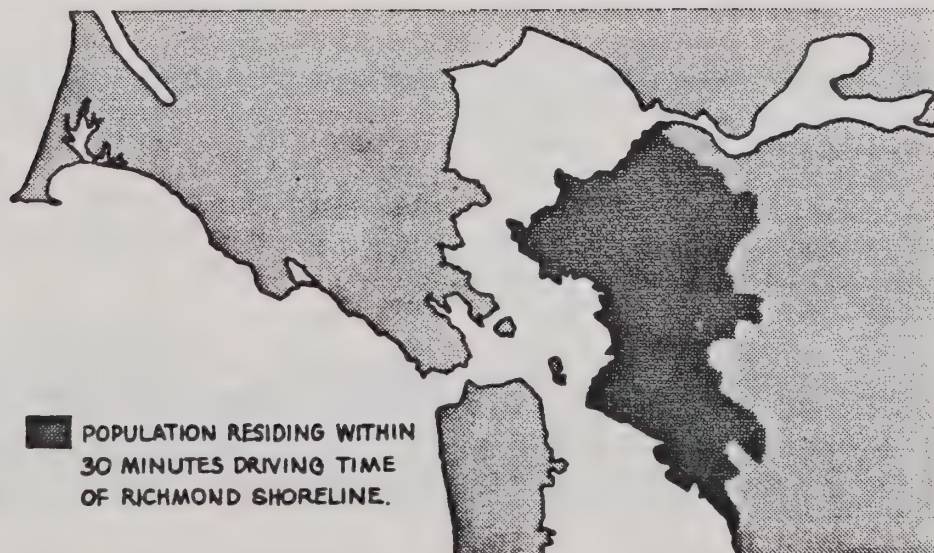




### III. REGIONAL RECREATION

#### POLICIES

1. Ensure that sufficient lands within the Coastline Area are available to meet existing and future needs for regional coastline recreation. A standard of 8 acres per 1,000 population is the desired minimum area for shoreline-related regional recreation. This is based upon approximately 1/2 the ABAG open space standard noted in the Findings above. Such regional recreational facilities shall serve the population living within 30 minutes driving time of the Richmond coastline. The approximate location of the population to be served is shown below.





The following table outlines an application of this standard to the projected 1980 service area population of 800,000. Clearly, recreation facilities on the Richmond coastline can meet only a part of the region's needs. (Continuing Policy)

Coastline Regional Recreation Area Need	6,400 acres
Existing Local Coastline Regional Recreation Areas (Including Part of Marin County)	<u>1,200 acres*</u>
Coastline Regional Recreation Area Deficit	5,200 acres
Additional Richmond Coastline Regional Recreation Area Pro- posed in Plan	1,100 acres

\*Includes 20 Acres of Existing Richmond Coastline Recreation Area.

2. Assist the East Bay Regional Park District in creating an interconnecting network of trails and scenic drives which will link hillside and shoreline park facilities. Meet standards of the National Scenic and Recreational Trails System Act, particularly for creek-side trails and/or those leading from hillsides to shoreline parks. (Continuing Policy)

3. Coordinate the development and maintenance of regional recreation with that of commercial recreation, preservation and utilization of open space, conservation, and public access facilities (see related policies specified under these plan elements). (Continuing Policy)

4. Utilize to greater advantage for regional recreation purposes the inspiring land forms and shoreline vistas of the sloping lands between the main ridge and shoreline that extend from the San Rafael Bridge approach to Point San Pablo. This will involve weaving regional recreational facilities into the existing loosely woven fabric of industrial and marine terminal facilities.  
(Continuing Policy)

5. Encourage and assist the East Bay Regional Park District to acquire, develop and manage the following facilities for public use:

- Trails
- Fishing sites
- Beaches
- Parks
- Viewpoints
- Creekside recreation combined with flood control
- Public recreation use of beltline railroads
- Island

Each of these facilities is outlined in the policies that follow and is shown on Plate 13. (Continuing Policy)

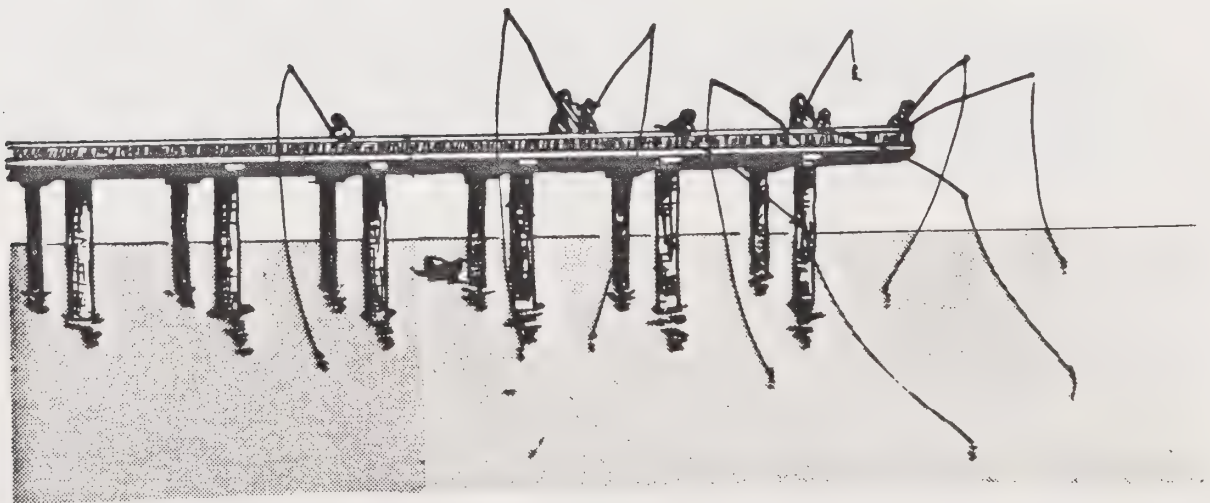


6. Promote development of national, regional and local urban trails. Delineate a more definite trail system as continuing transportation planning is undertaken by the City and other agencies. The local segment of the trail system should connect secondary schools, major recreation areas and shopping areas with the regional and national trail system. (Continuing Policy)

7. Provide bicycle lanes on portions of the bike trails utilizing existing or future streets. Prohibit the use of motorcycles on the trails which are not on streets. (Continuing Policy)

8. Promote the establishment of shoreline sites or piers for public fishing at the following locations: (Continuing Policy)

- The shoreline from Point Isabel to the Inner Harbor Basin;
- In the vicinity of Ferry Point;
- The coves between Castro Point and Point Orient;
- The northwest shore of Point Pinole;
- Near the mouth of Wildcat Creek.





9. Develop the full recreation potential of Point Molate beach. Improve hike and bike access and provide some form of public transportation to the beach. Consider extension of the present site. (Continuing Policy)

10. Encourage a variety of activities in the new Point Pinole regional park, featuring but not limited to tideland preservation, nature study, fishing from the shore and piers, hiking and riding trails, and picnicking areas. Consider camping as a possible use in the area. (Continuing Policy)

11. Encourage acquisition of viewpoints at appropriate locations as part of the trail system. (Further policies on viewpoints are contained in B.III) (Continuing Policy)

12. Support development of recreation facilities as a part of the Corps of Engineers water resources development projects along the course of Wildcat and San Pablo Creeks. Encourage schools to implement an environmental education program using a combination of creek, Bay and tideland environments. (Continuing Policy)



13. Support early recreational utilization of the Point Potrero rail line and of the Castro Point Belt Line railroad along the western coastline from the San Rafael Bridge to Point San Pablo. (Continuing Policy)

14. Seek public utilization of the rail line through the Standard Oil Refinery and its further extension to the BART yards, thus improving regional access to the coastline. (Future Policy)

15. Encourage the creation of a recreational corridor along the western shore of Point San Pablo through trail and rail connections between parks and commercial recreation sites. (Continuing Policy)

16. Promote use of East Brother Island as a retreat or interpretive museum by the State. (Future Policy)

17. Promote use of Brooks Island, already acquired by the Park District, by the public. Retain its integrity as an island by recommending that the District set up a water transportation system for users. Consider location of a ferry slip and parking area in the vicinity of Project Area 11-A, Santa Fe Channel, or Shipyard #3, on publicly owned parcels. Try to utilize a multi-purpose parking area, serving persons bound for Brooks Island and other facilities in the area, such as Angel Island, Point San Pablo, Point Pinole and other points on the Bay. (Continuing Policy)

18. Consider development of a non-intensive recreation facility on the present sanitary landfill site after its current use for disposal of solid waste materials is terminated. (Future Policy)

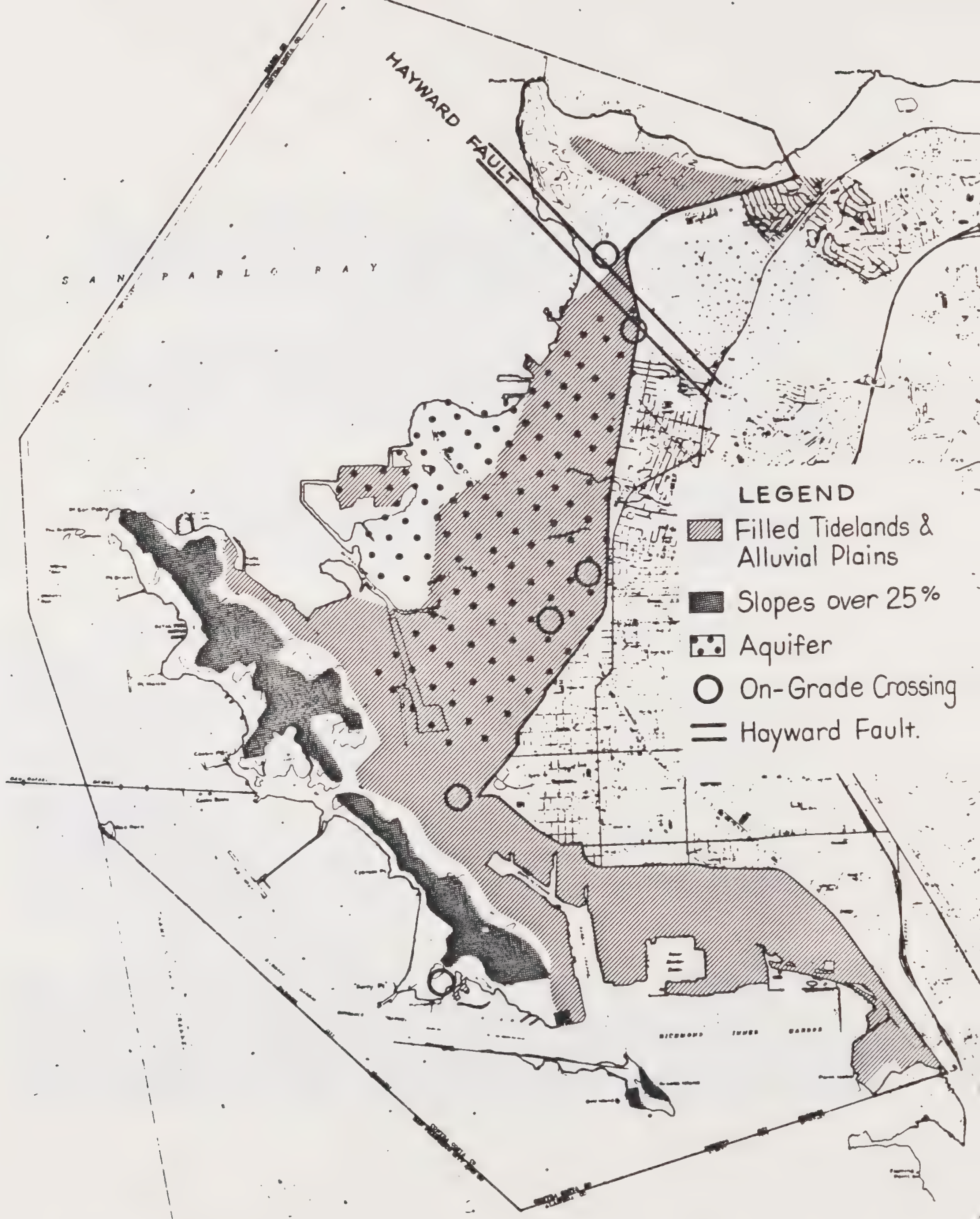
19. Encourage early development of the George Miller Jr. Regional Park on the property already acquired for that purpose, and urge expansion of the site to provide a more adequate regional facility. (Continuing Policy)

20. Designate a permanent site at the Point Molate Naval Fuel Depot for use as a beach park when its present use is phased out and land there is available. (Future Policy)

21. Develop a park site on a portion of the peninsula forming the Inner Harbor Basin in Project Area 11-A. (Continuing Policy)







**PLATE 14**  
**EXISTING SAFETY CONSIDERATIONS**



#### IV. SAFETY

##### FINDINGS

1. Dealing effectively with a natural disaster or a national emergency demands planning for any event and prevention where possible. Three basic needs for general safety are:

- Efficient evacuation routes;
- A supply of water for drinking and sanitation;
- A cautious approach to development in sensitive areas.

2. Richmond's circulation routes have not been designed specifically for emergency evacuation in case of fire, flood, or earthquake. Neighborhoods in which evacuation routes cross railroad tracks on grade may be endangered by the conflict between train and car movements.

3. An underground supply of high quality water underlies parts of the Coastline Area - notably North Richmond and the southern coastline area. In an emergency this supply could be crucial for drinking.

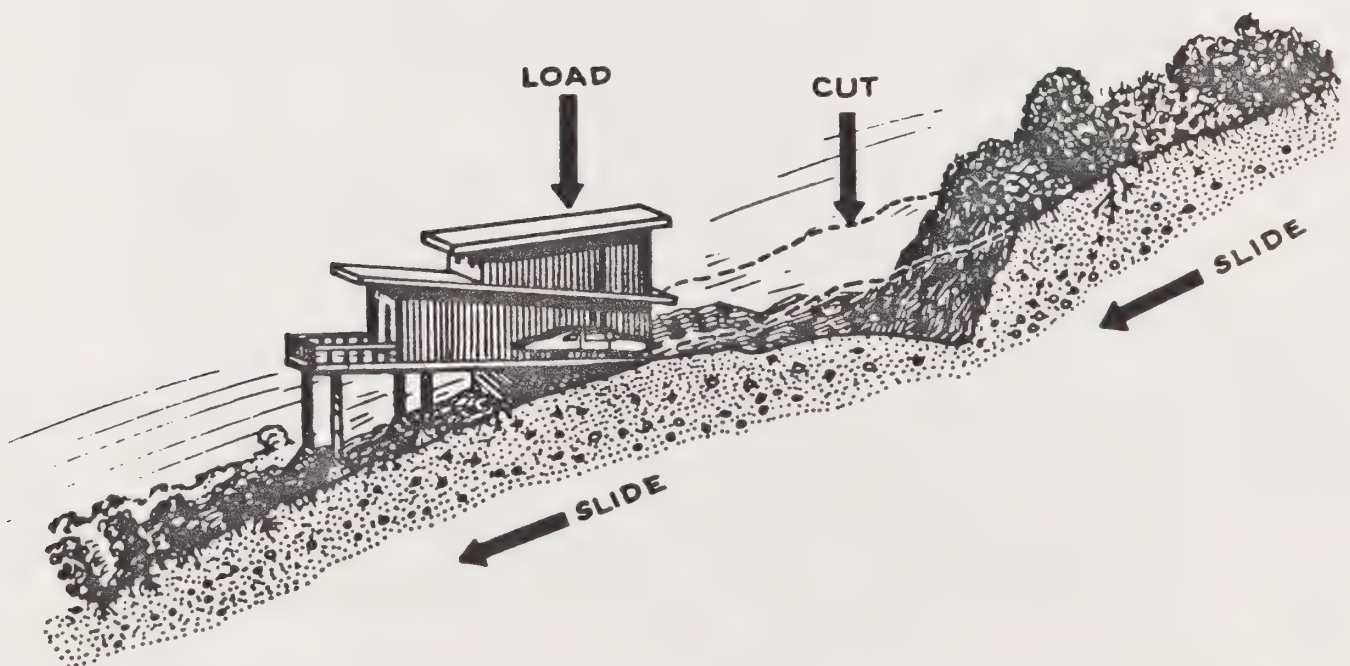
4. A major earthquake could severely damage life and property in any community around the Bay. The Coastline Area shares with the rest of the Bay Area a location which is considered especially prone to earthquake. Reports by geologists and engineers indicate that extensive portions of the Coastline Area, such as filled tidelands, are not stable enough to support structures safely during a major earthquake (see Plate 14).

5. Steep slopes are generally less stable than shallow slopes, though the stability of any slope depends upon the characteristics of its soil and underlying rock. Development on steep slopes may increase risks of earth slippage and erosion.

6. Beneath the Bay Area are numerous fault lines, several of which extend into the Coastline Area (see Plate 14):

a. The Hayward fault area is known to be active and is believed to be subject to major shifts.

b. There is no evidence of geologically recent movement on the inferred fault which runs along Brooks Island, the east edge of the Potrero Hills, and the San Pablo Peninsula.





7. There is no record of massive ground failure or slides due to earthquakes in the Coastline Area. Danger to waterfront property from tsunamis (tidal waves) and seiches (standing waves which may be generated by earthquakes or landslides) is believed to be very remote.

8. The cities of Richmond, El Cerrito and San Pablo are undertaking a study of seismic safety, conservation, and open space. The study will indicate appropriate standards for development in areas which are especially prone to earthquake damage.

9. In 1972, the State Legislature made a Safety Element and a Seismic Safety Element mandatory for city and county general plans. This Safety element of the Coastline Plan refers both to safety and seismic safety.



#### **IV. SAFETY**

##### **POLICIES**

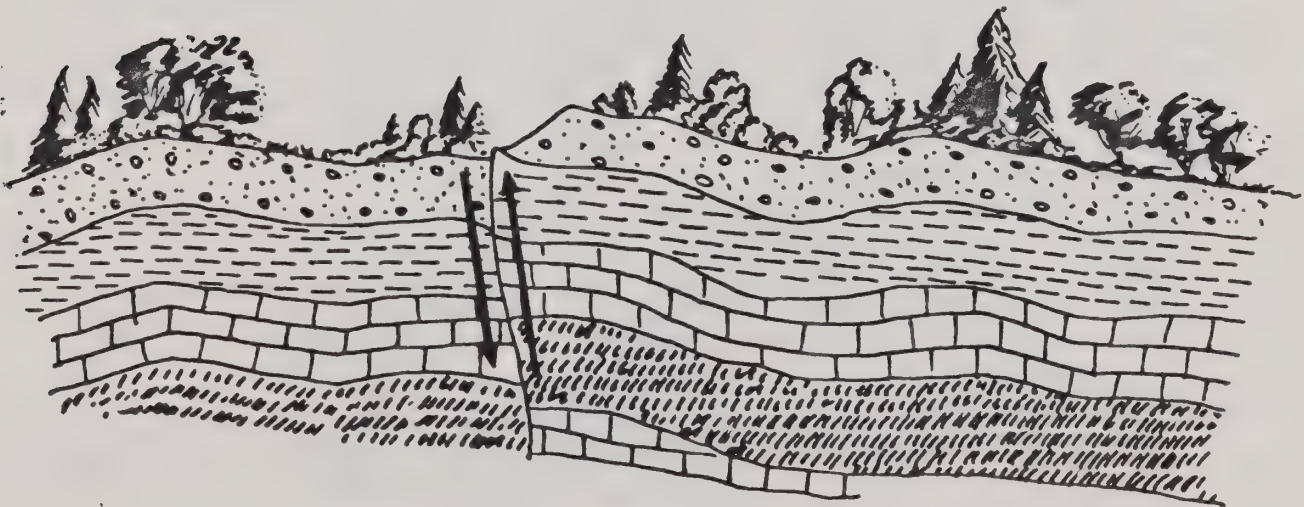
1. Initiate an on-going evaluation of existing and future streets and roads to determine their capacity for rapidly evacuating people from the City. Determine minimum road widths required for evacuation routes and designate appropriate routes as emergency evacuation routes. (Continuing Policy)
2. Reject any proposals for development that would deplete or degrade the underground water supply. (Continuing Policy)
3. Develop comprehensive planning standards for development and construction in the Hayward fault area, on steep slopes, on filled tidelands and on alluvial plains, using the results of the Tri-Cities Seismic Safety, Open Space and Conservation Study as a guide. (Future Policy)
4. Adhere to the following interim guidelines for development on steep slopes until comprehensive planning standards are devised: (Interim Policy)
  - a. Require that development on slopes of 20% to 25% be designed with special attention to risks of soil slippage and erosion.
  - b. Identify and designate slopes in excess of 25% as requiring extreme caution in construction except for special construction such as radio towers, hiking trails, or other types of minimal development.

5. Develop as a part of the City's comprehensive planning program: (Future Policy)

a. Standards for minimum clearance required around structures to reduce risks to life and property in case of earthquakes;

b. A comprehensive map of geologic hazards in the Coastline Area and standards for development in areas of geologic hazard.

6. Evaluate seismic conditions in the Hayward fault area and in the area of the inferred fault which runs from Brooks Island along the eastern edge of the Potrero Hills and the San Pablo Peninsula (San Pablo fault).  
(Continuing Policy)





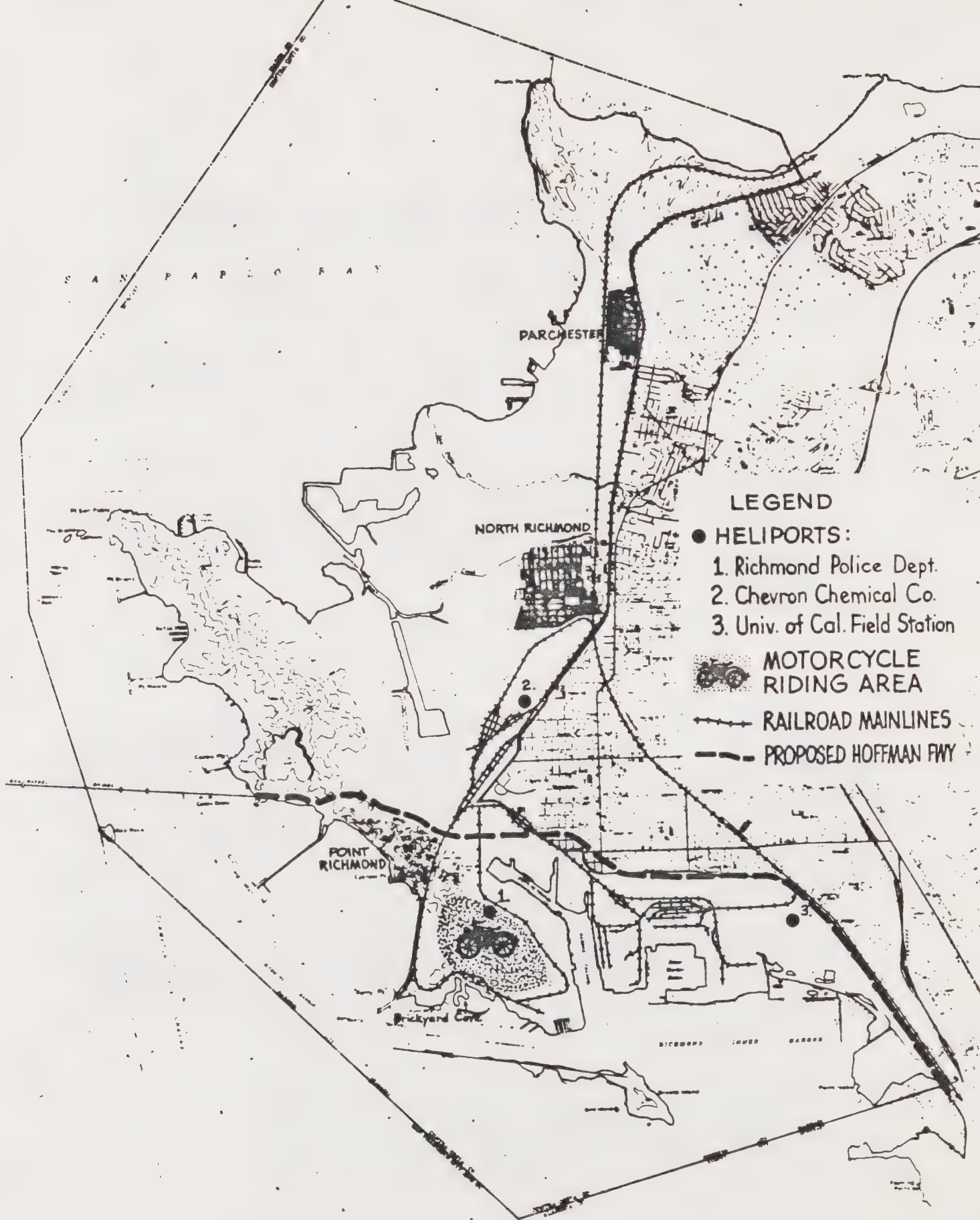


PLATE 15

SELECTED EXISTING NOISE SOURCES



## **V. NOISE**

### **FINDINGS**

1. Noise can be defined as undesirable or irritating sound.

2. Noise measurement: Although the dividing line between unobjectionable sound and noise is somewhat subjective, the science of acoustics has developed uniform values and dependable measuring devices to measure the loudness and impact of various sounds on the human ear.

a. Decibel: The decibel is the value used on scales which measure "quantity" of sound. Decibels correspond to given amounts of sound-pressure that a sound wave exerts on the human ear. The quantity "zero decibels" corresponds to the sound-pressure level of the least powerful sound wave that a very sensitive ear can hear, and increases in decibels are measured logarithmically, not arithmetically. Describing a sound in terms of decibels alone is meaningless, however; every sound must be measured in decibels on various scales with different built-in weightings. Different scales are designed to give meaningful measures of different kinds of sounds under various conditions.

b. A-scale (dBA): The ear does not respond equally to sounds of all frequencies. It is less efficient at high and low frequencies than

it is at medium or speech range frequencies. The A-scale measures sounds in decibels on a standard sound-level meter in a similar way as that with which the human ear hears them; it is weighted to be less sensitive at high and low frequencies than at middle-range frequencies. The A-scale gives measures of sounds in terms of their relative "noisiness" or annoyance. A meaningful measure of sound on the A-scale usually requires that the distance of the meter from the origin of the sound be given.

c. Perceived Noise Level (PNdB): This scale is commonly used to measure aircraft noise and is weighted to account for the fact that various frequencies of sounds emitted by the aircraft reach their peak loudness at different times. Calculations of PNdB are made from sound pressure levels measured in octave (or 1/3 octave) frequency bands. This scale is meant to be more accurate in ranking aircraft noise as the human ear would perceive it than the A-scale, but for many aircraft and some surface vehicle sounds, the PNdB may be estimated from the A-scale by adding a quantity varying from 12 to 15 dB to the A-scale reading.

3. Three heliports have been developed in the Coast-line Area (see Plate 15):

- The Richmond Police Department heliport next to the Point Richmond Sewage Treatment Plant (used daily);
- The Chevron Chemical heliport west of Gar-rard Boulevard near First Street (used occasionally);

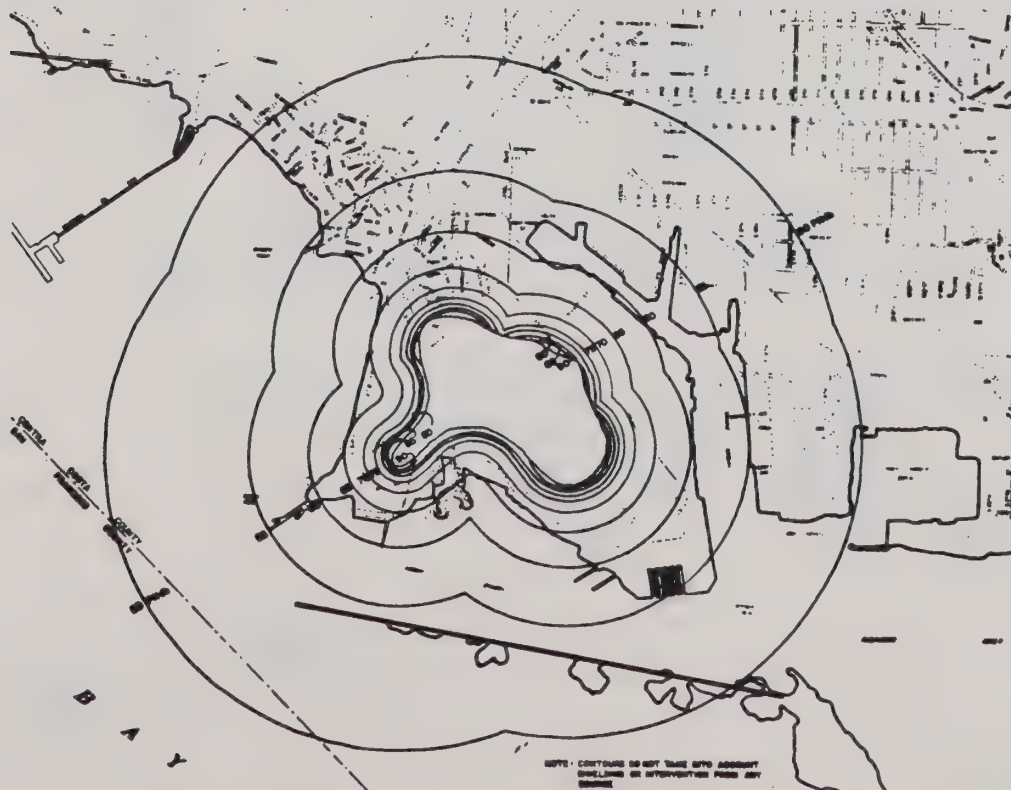


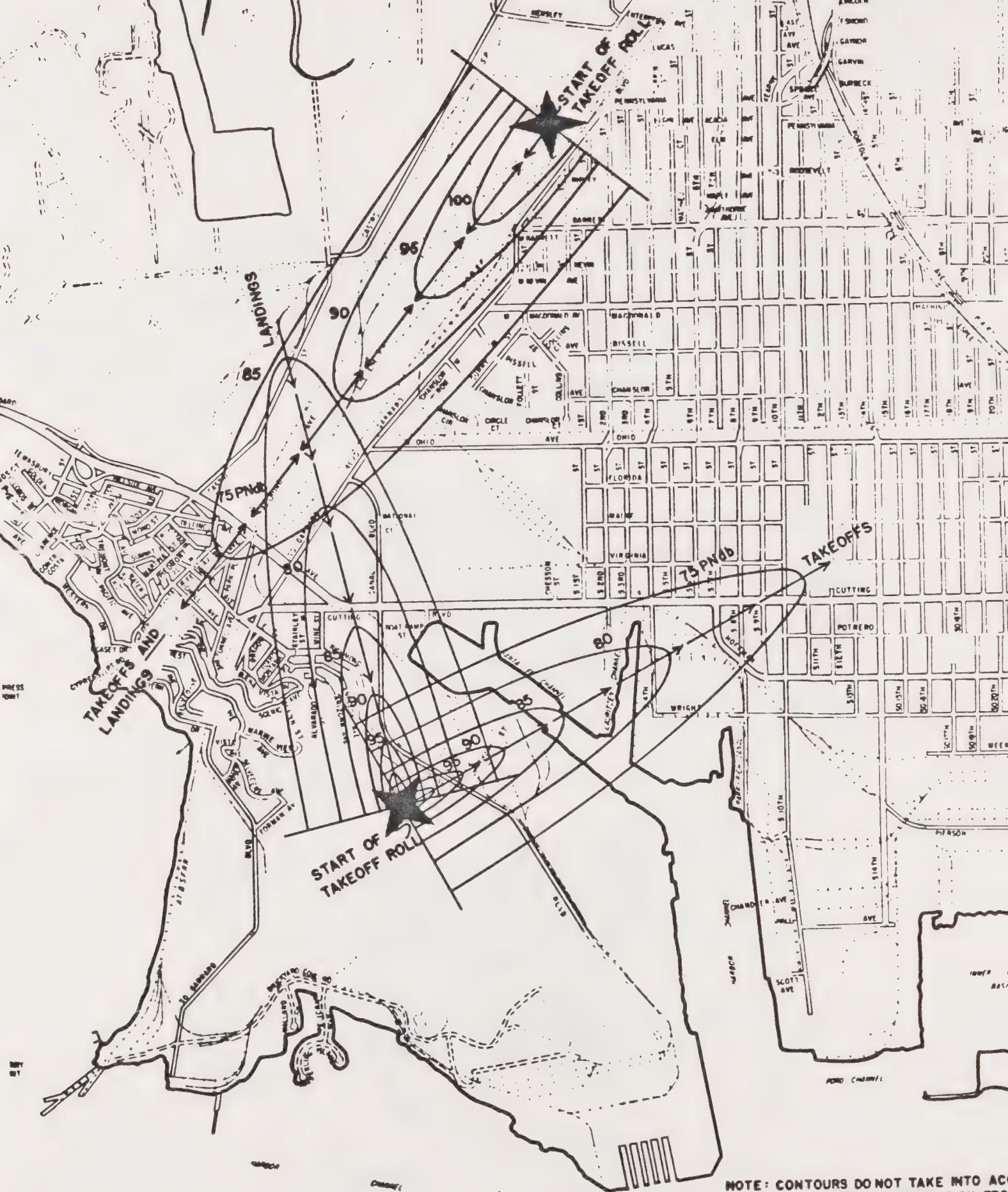
- The University of California field station heliport at 45th Street (used infrequently).

Plate 16 shows noise contours for landing and takeoff at the Police Department and Chevron Chemical heliports.

4. Residents have complained about helicopter noise, but are only minimally exposed to other aircraft noise because no airports are nearby.

5. The residential areas around Nicholl Nob and Brickyard Cove are frequently disturbed by noise from hill-climbing motorcycles nearby. Motorcycles climbing at full throttle are conservatively estimated to generate 90 decibels of noise 50 feet from the source on the A-scale (the range of normal conversation in between 30 and 60 decibels). On June 14, 1972, a permanent injunction was issued against the motorcycle club which most often used the hillside areas for motorcycle riding. The drawing which follows shows noise contours from motorcycles in this area.





NOTE: CONTOURS DO NOT TAKE INTO ACCOUNT SHIELDING OR INTERVENTION FROM SOURCE.

PLATE 16

HELIPORT NOISE CONTOURS



6. The entire eastern boundary of the Coastline Area is defined by railroad main lines. The Santa Fe Railroad reports a daily average of six "night-time" trains (between 10:00 p.m. and 7:00 a.m. as defined by HUD guidelines). The Southern Pacific Railroad has not submitted an average figure, but spot checks have reported 5 trains per hour during portions of the "night-time" period.

7. Parchester Village lies between parallel main lines of the Santa Fe Railroad and Southern Pacific Railroad and so is doubly affected by railroad noise.

8. Some undeveloped portions of the Coastline Area are far from railroad and freeway noise; despite nearness to centers of population they remain relatively quiet.

9. Technology now exists to control most noise sources. Research into the human response to noise has produced adequate information to set standards for prevention of noise-induced hearing loss and interim standards to protect against other effects of noise.

10. Two general approaches can ordinarily be taken to minimize exposure to noise.

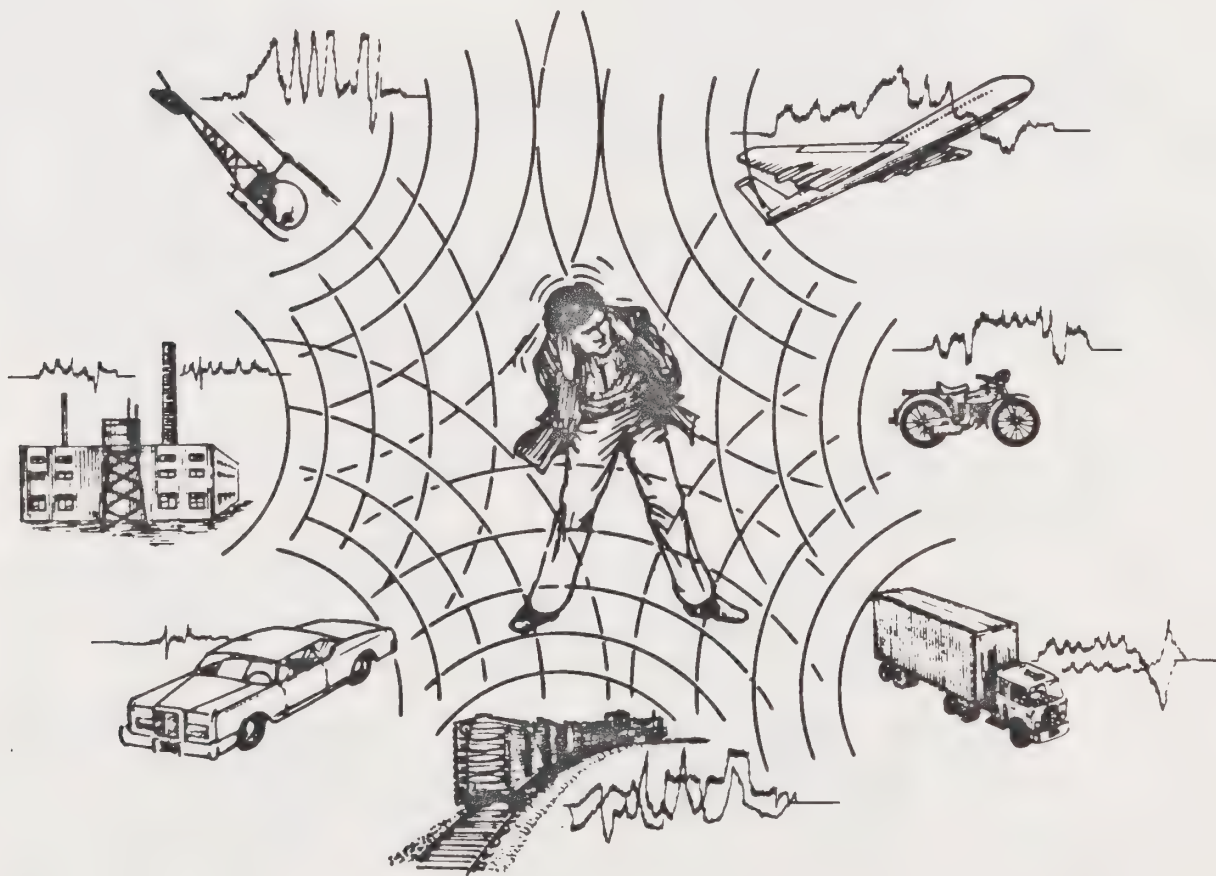
a. Relatively noisy activities can be located away from those needing more quiet. This requires grouping of similar or compatible activities and rigidly exclusive zoning.

b. Reduction of noise at its source, thus adjusting a noise to meet a standard or fit into a particular context.



11. HUD guidelines on noise are broad enough to be used in many different situations and locations but are related primarily to extreme physiological effects of prolonged exposure to noise. No local standards exist now to deal with specific conditions in Richmond.

12. In 1971 the State Legislature made a Noise Element mandatory for city and county general plans. The Noise Element must include, but is not limited to, noise levels associated with freeways, highways, rapid transit systems, and airport ground facilities.





## V. NOISE

### POLICIES

1. Adopt a Citywide noise ordinance which will set standards of loudness, duration and time for noise emissions of all kinds. (Future Policy)

2. Require that plans for all new construction or development specify methods which will be used to protect occupants from excess noise. Use the following statements, adapted from Table III-2 on "Noise Compatibility Interpretation" in the ABAG report Aviation Noise Evaluation and Projections, by Bolt, Beranek and Newman, as general standards for reviewing such noise-protection plans for development of various land uses (dBA is generally used to measure ground-level noise; PNdB is generally used to measure noise from aircraft or helicopters aloft): (Interim Policy)

#### A. Residential and Educational Uses

1. Less than 65 dBA or 80 PNdB: Satisfactory with little noise impact; requires no special noise insulation.
2. 65 to 75 dBA or 80 to 90 PNdB: New construction or development should be undertaken only after an analysis of noise reduction requirements is made and sufficient noise insulation is included in the design.
3. Greater than 75 dBA or 90 PNdB: New construction or development should be undertaken only with extreme caution

following thorough analysis of noise reduction requirements and when sufficient noise reduction measures are included in the design.

B. Commercial Use

1. 75 or less dBA or 90 or less PNdB: Satisfactory with little noise impact; requires no special noise insulation.
2. 76 to 95 dBA or 91 to 110 PNdB: New construction or development should be undertaken only after an analysis of noise reduction requirements is made and sufficient noise insulation is included in the design.
3. Greater than 95 dBA or 110 PNdB: New construction or development should be undertaken only with extreme caution following thorough analysis of noise reduction requirements and when sufficient noise reduction measures are included in the design. Conventional construction will generally be inadequate and special noise insulation should be included in construction.

C. Industrial Use

1. Less than 85 dBA or 100 PNdB: Satisfactory with little noise impact; requires no special noise insulation.
2. 85 to 105 dBA or 100 to 120 PNdB: New construction or development should be undertaken only after an analysis of noise reduction requirements is made and sufficient noise insulation is included in the design.

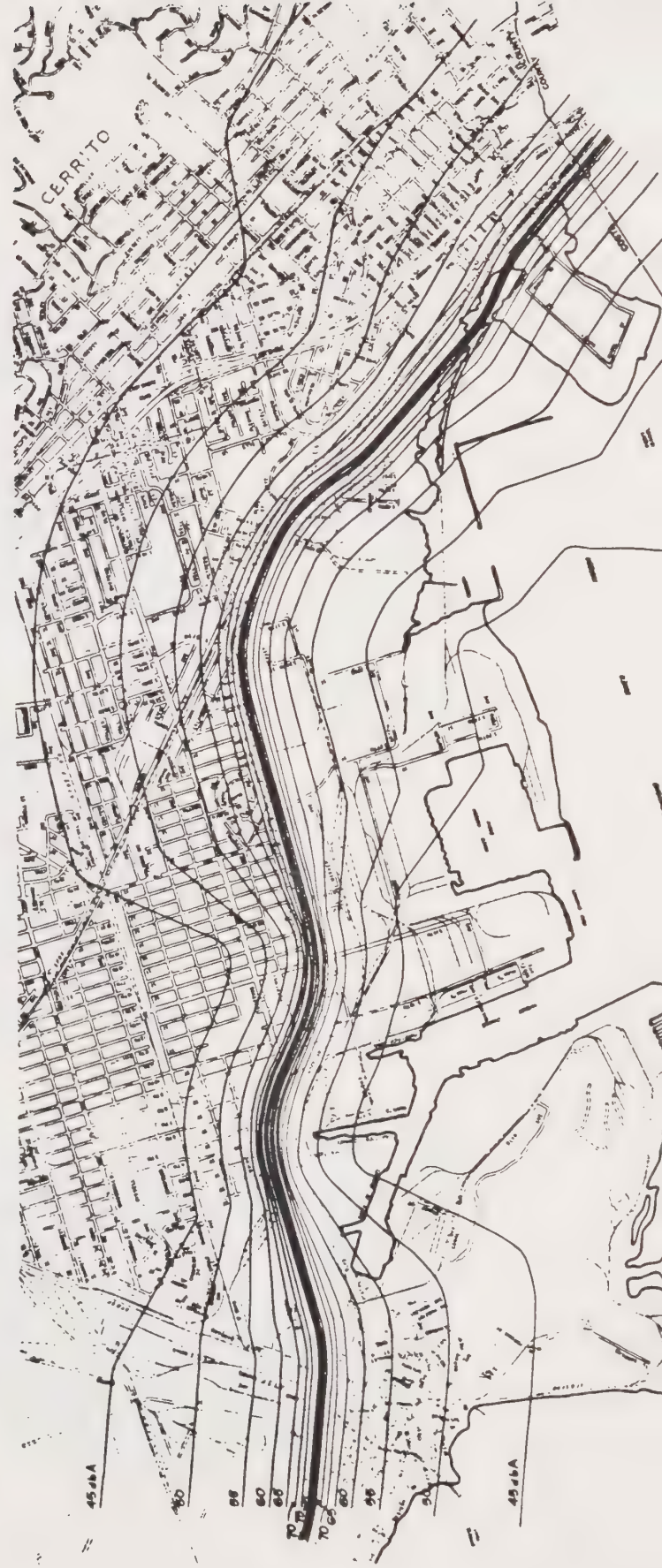
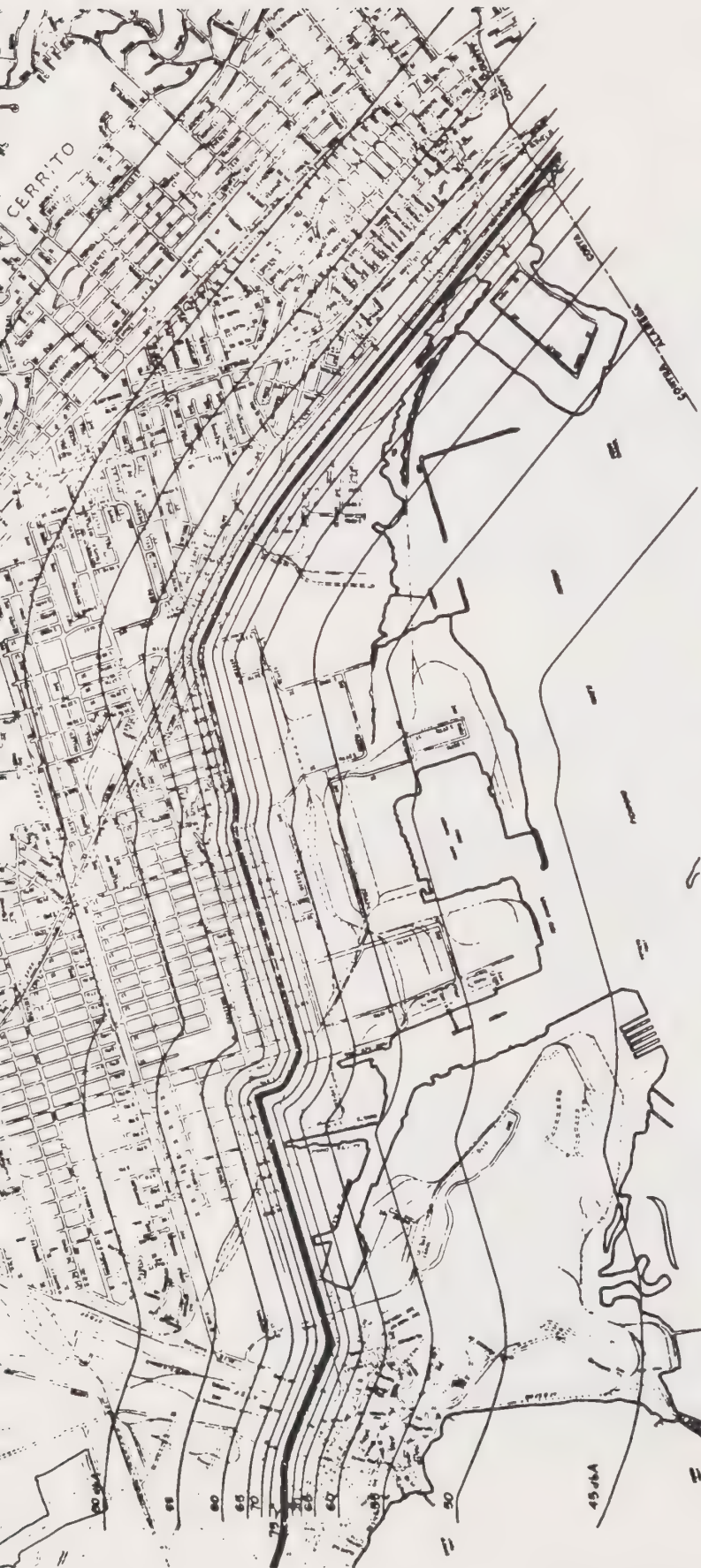


3. Greater than 105 dBA or 120 PNdB: New construction or development should be undertaken only with extreme caution following thorough analysis of noise reduction requirements and when sufficient noise reduction measures are included in the design. Conventional construction will be generally inadequate and special noise insulation should be included in construction.

D. Open Use

1. 85 or less dBA or 100 or less PNdB: Satisfactory with little noise impact; requires no special noise insulation.
2. Greater than 85 dBA or 100 PNdB: Land uses involving concentrations of people (spectator sports and some recreational facilities) or of animals (live stock, farming and animal breeding) should generally be avoided. Consider impact on wildlife as well.

4. Urge early completion of the Hoffman Freeway, as it will reduce traffic noise along the Hoffman Boulevard-Cutting Boulevard-Standard Avenue highway route, as Plate 17 shows. (Noise contours shown are only rough approximations of actual conditions and are based on noise from trucks, the noisiest vehicles on this route. The contour lines are drawn irrespective of such existing barriers as buildings. The narrower dBA contour bands occur where the freeway is depressed below ground level.) Encourage incorporation of special noise insulation into the design of the Hoffman Freeway to reduce traffic noise even further in adjacent areas.  
(Continuing Policy)



EXISTING HOFFMAN BLVD

PROPOSED HOFFMAN FREEWAY

PLATE 17

NOISE LEVEL CONTOURS: HOFFMAN CORRIDOR



5. Restrict helicopters other than those of law enforcement agencies from flying over residential portions of Richmond. Require that if such flights are necessary, non-police helicopters must maintain an elevation of at least 3,200 ft. above ground level. (Continuing Policy)

6. Schedule early construction of grade-separated railroad crossings to obviate the need for frequent blasts of warning whistles or horns. (Continuing Policy)

7. Impose reduced speed limits on trains passing through the Coastline Area to reduce noise, as noise level increases as train speed increases. (Continuing Policy)

8. Encourage on-site welding of railroad track joints to reduce at moderate expense the noise of wheels passing over joints. (Continuing Policy)

9. Review functions and activities of City agencies to ensure that noise from activities such as construction and street sweeping has been reduced to the lowest possible level. Review specifications for City equipment purchases and specify, if necessary, maximum noise emissions permissible. (Continuing Policy)







## **VI. FORM AND APPEARANCE**

### **FINDINGS**

1. Richmond has a remarkably vivid land form. Its Bay shoreline, San Pablo Ridge and the Potrero Hills are the City's most important natural features.

a. The shoreline itself has great potential to improve Richmond's image. Its wide variety of edge types, from prominent points jutting into the Bay, to flat marshes and tidelands and sheltered coves, is rarely found on such a relatively short coast.

b. Much of Richmond's unique coastline potential is now underutilized or hidden, its natural form ignored, and defaced by trash and junk. Most of the coastline is unseen from the major entries into the City.

2. Development and use of the area's natural forms have frequently altered their character. Tanks dominate the San Pablo Ridge and the Potrero Hills to the west and north of the City; tanks of all sizes and colors appear to be distributed at random over the landscape.

3. Richmond's shoreline and the sweeping Bay views which are enjoyed from its hills and beaches could become the City's trademark, but the necessary points of public access, scenic drives and public vista points are far too few.



4. Piles of waste and dilapidated buildings mar the natural charm of the fields and pastures on the low plains along the shore between San Pablo Ridge and Point Pinole.

5. The Hoffman Freeway will strongly redefine one edge of the Coastline Area. From it, large areas of waterfront land will be visible to passing traffic from throughout the region. It will also be a potential visual barrier which will sever the northern portion of the Coastline Area from the southern portion and Richmond's urbanized flatlands from the shore.

6. Parchester, Point Richmond and North Richmond are three neighborhoods in the Coastline Area. Each has its own flavor and personality.

a. Parchester is Richmond's most isolated neighborhood, relating more closely to a portion of San Pablo than to any populated part of its own city. Its housing stock is homogeneous in size, age and occupancy. It is exclusively single-family residential and thus has a bland sameness of appearance.

b. Point Richmond's structures encompass a wide spectrum of age, size and style. A combination of historical character, eventful topography and location near the water have resulted in its developing into a "village" of great visual variety with a strong sense of identity. The convergence of Cutting and Garrard Boulevards near the Point Richmond business district creates an unrealized "gateway" potential for Point Richmond.

c. North Richmond reflects an emerging vitality in spite of a lack of many public services.



7. Richmond's industrial districts contribute variety and diversity to the City's appearance, although some industrial areas present a barren and unattractive face, rather than a feeling of urban vitality, to the Coast-line Area. Other industrial areas with visual or landmark interest, such as the marine terminals in the Santa Fe Channel, are cut off from public view.

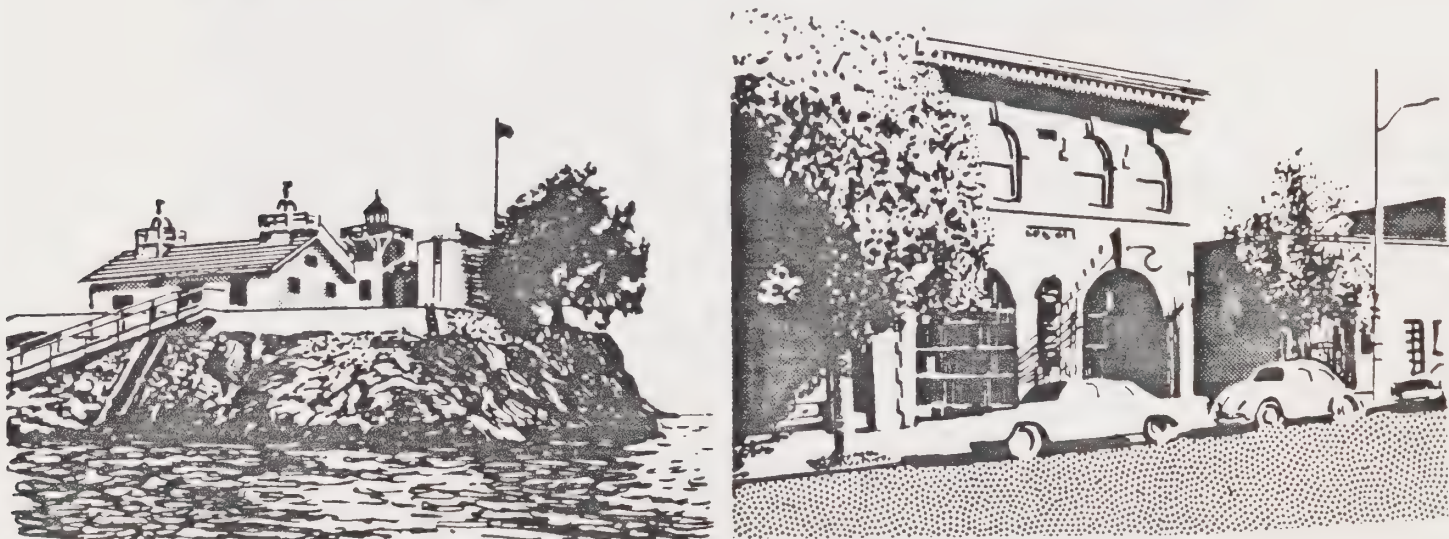
8. The physical facilities and activities of Richmond's port have the potential of being the City's liveliest and most colorful scene.

a. The edges of the port district are well defined by the hills to the west, Cutting Boulevard and the route of the Hoffman Freeway to the north, and water to the south and east. The Santa Fe Channel gives the area a linear orientation, but no landmark focus.

b. The hill above Point Potrero gives excellent views of the entire Richmond port district.

c. The head of Santa Fe Channel reaches to within a few hundred feet of Cutting Boulevard, but the Channel's activity is all but invisible to passersby. Even the elevated Hoffman Freeway will afford only glimpses of the Channel to passing traffic.

9. Historical landmarks within the Coastline Area have generally been ignored. Only the lighthouse on East Brother Island has officially been designated a historic landmark, but the Winehaven buildings at Point Molate, the remains of the brickworks at Brickyard Cove, the site of the last United States whaling station at Point San Pablo and the old Fire House at Point Richmond are also valuable reminders of Richmond's past. Access to all these points is poor.



10. Planning for Redevelopment Area 11-A, adjacent to the Richmond Inner Harbor Basin, is now taking place. A portion of the area, at the tip of South 26th Street, is being considered for water-oriented residential and recreational development. The eastern edge of the district is defined by a neglected tidal marsh; existing light industry along Meeker and Wright Avenues will be a buffer between development to the south and the Hoffman Freeway, which will form the northern edge of this area.

11. The developing Brickyard Cove neighborhood is strongly defined by the crest of the hill above it. The area's natural unity is broken only by the bulk of the gas holder.



## **VI. FORM AND APPEARANCE**

### **POLICIES**

1. Promote the greatest feasible use of Richmond's long and varied waterfront. Evaluate development proposals from the point of view of their contribution to Richmond's visual resources. As its appearance improves, popularize the coastline as the key to the City's image. (Continuing Policy)

2. Give highest priority to preserving and enhancing the potential amenities of the coastline's variety of edges and of the landmark character of its adjacent hills. (Continuing Policy)

3. Wherever possible in order to conserve the coastline and maximize its availability to all citizens, enforce the following industrial development guidelines: (Continuing Policy)

a. Do not permit extensive use of the shoreline for storing raw materials, fuel, or wastes on a long-term basis. If required, locate such storage areas as far inland as practical or orient them so that they occupy as little of the actual shoreline as possible.

b. Wherever possible, share access routes and docking facilities in areas of industrial concentration.

c. Locate access routes and shoreline structures with their longest dimensions at right angles to the shore.



d. Require that waste treatment ponds of water-related industries occupy as little land as possible.

4. In order to preserve visual access to the Bay and the regional landscape, urge that new residential developments on sloping or waterfront sites be grouped or clustered. (Continuing Policy)

5. Encourage local industries to develop their own plans for improving the appearance of their facilities, where possible, and for integrating their properties into the City as a whole. Require that industries be screened from public view where their appearance detracts from the appearance or identity of the City. In cases where such activities are lively or colorful, encourage opportunities for the public to view them. (Continuing Policy)

6. Insure through design review and controls that additional commercial facilities at Point Richmond will be developed in a way that complements and preserves the historic, "village-like" appearance and character of the district. (Continuing Policy)

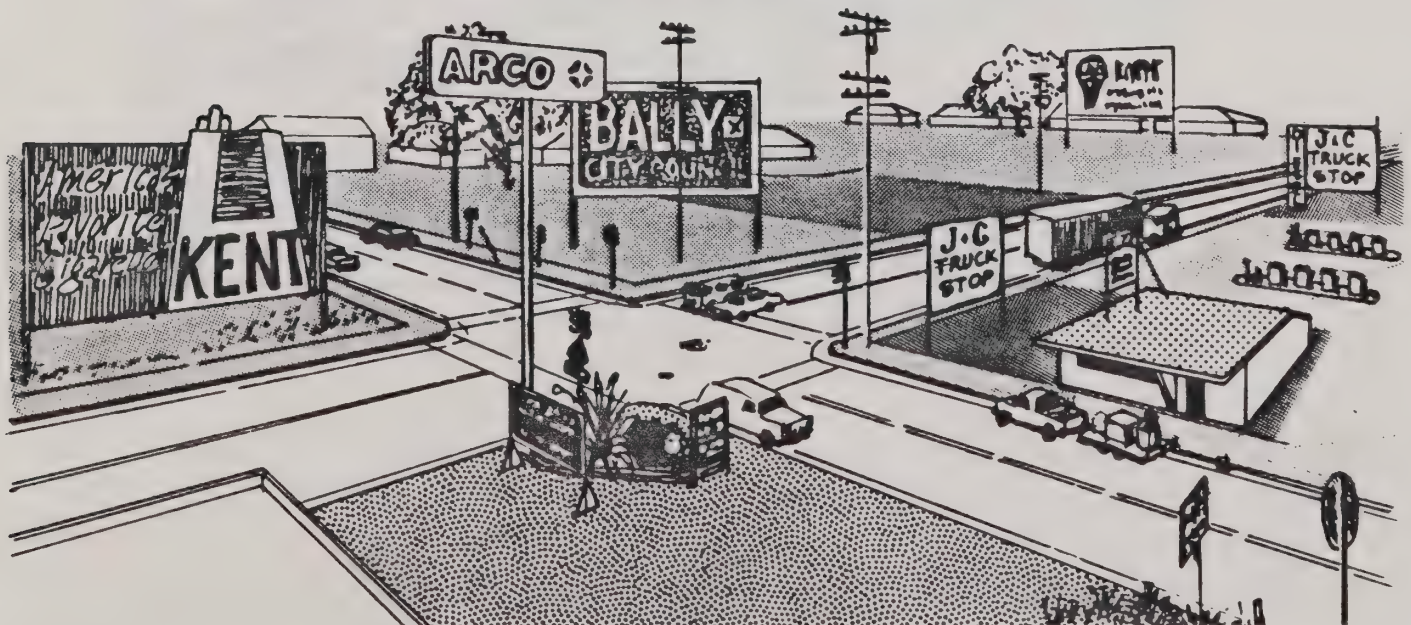


7. Designate the Winehaven buildings at Point Molate, the remains of the brickworks at Brickyard Cove, the site of the last United States whaling station at Point San Pablo and the old Fire House at Point Richmond as historic landmarks and urge that development at or near them respond to their character and setting. (Continuing Policy)

8. Urge that new residential, commercial and industrial development in the Coastline Area attempt to establish a distinctive character, as expressed in the external design of buildings and open space and their relationship to the terrain and water. (Continuing Policy)

9. Preserve views of the Bay and regional landscape from the trails and open spaces along the Coastline Area's ridgelines by controls on siting and height of adjacent structures. (Continuing Policy)

10. Undertake the landscaping of Cutting Boulevard (west of Hoffman Boulevard) and Garrard Boulevard (south of Pennsylvania Avenue) in order to soften their divisiveness, to further define the nodal area where they meet near Point Richmond, and to make them more attractive "gateway" streets. Through special sign controls, reduce the clutter of signs and billboards along such "gateway" boulevards. (Continuing Policy)





11. Maintain visual continuity on streets running over or under the Hoffman Freeway when it is completed, at the same time reducing its divisiveness, by use of landscaping and by establishing continuity of land uses. (Future Policy)

12. Promote the development of the hill bowl above Brickyard Cove into an area of clustered view-oriented residences. (Continuing Policy)

- a. Exercise stringent surveillance and control over hillside development to guard against erosion and excessive run-off.
- b. In order to minimize paving and grading on these slopes, and to encourage pedestrian circulation, require that footpaths be developed to provide the primary circulation between the top and bottom of the hill.
- c. Preserve the crest of the hill mass in as natural a state as possible, and urge that the eroded slopes below be replanted.

13. Promote the development of a self-contained, marine-oriented residential district east of the Inner Harbor Basin. (Continuing Policy)

- a. Urge that the residential neighborhood focus on commercial recreation facilities in the Basin.
- b. Develop the marsh/drainage creek along the area's eastern edge as a landscaped buffer between residential and industrial activities, and integrate it into the portion of the City-wide hike and bike trail which serves that area.



c. Enhance the Wright-Meeker light industrial buffer strip with more extensive industrial-park architecture and landscaping (e.g. street trees and grassy berms to mask parking lots).

d. Require that the developer adhere to a general plan which will promote a comprehensible overall identity for the area. Recurrent architectural types will contribute to a sense of unity on a smaller scale.

14. Maximize visual access and physical orientation to marine recreation activity throughout the development of the Inner Harbor district by enacting the following development guidelines: (Continuing Policy)

a. Open up visual avenues by clustering structures;

b. Stagger siting of structures to minimize blockage of views;

c. Exploit and exaggerate the slight existing grade away from the edge of the Harbor Basin. For example, enact height limits at the edge of the Basin.

15. Promote development of the scenic highways, viewpoints and trails described in other portions of this plan. (Continuing Policy)

16. Urge upgrading of the appearance of Red Rock Marina at Castro Point in keeping with its location at a water "gateway" to the City and its visibility from the San Rafael Bridge as well as the proposed viewpoint on Western Drive. (Continuing Policy)

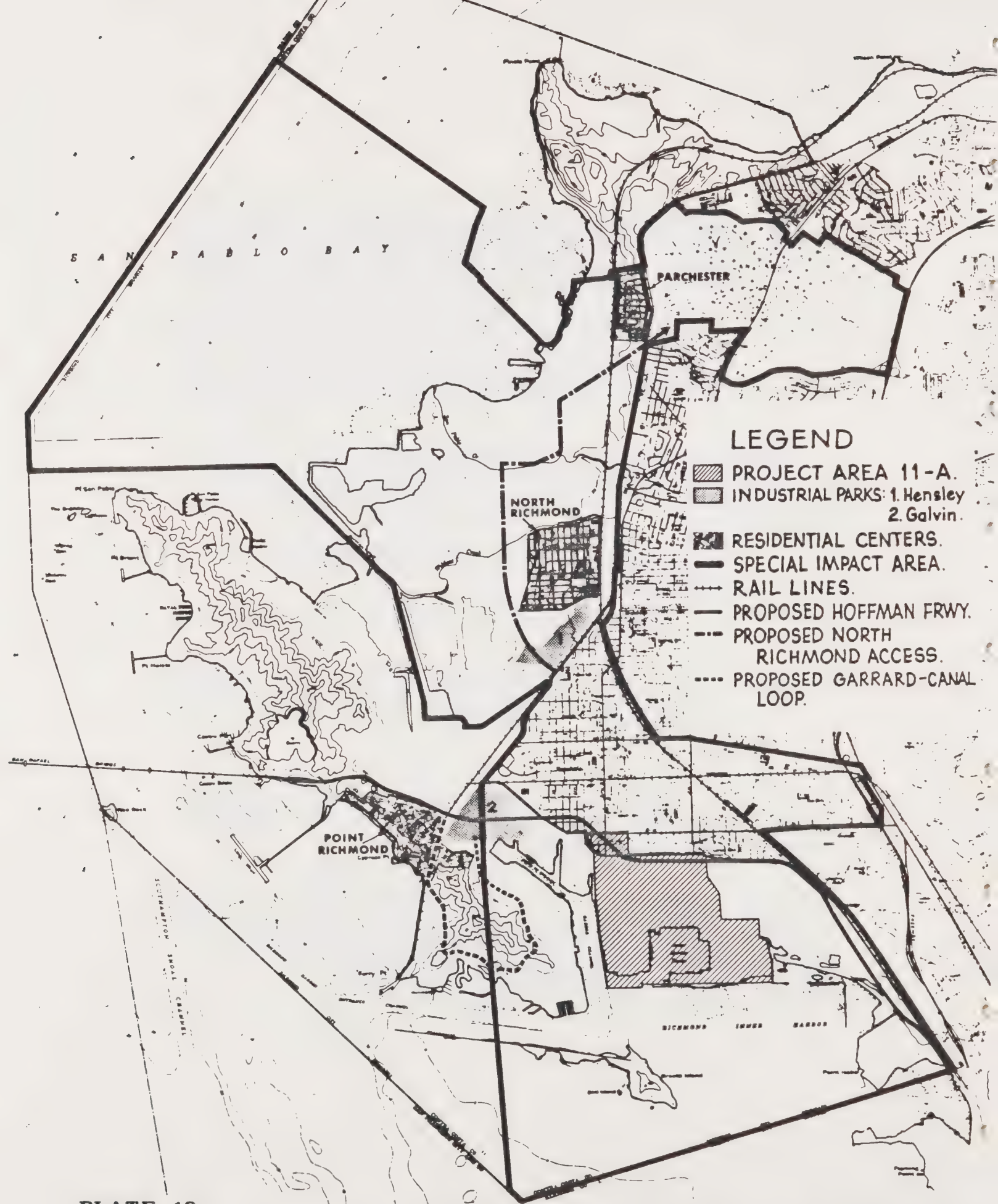


PLATE 18

# JOB DEVELOPMENT AREAS AND CIRCULATION FEATURES

## SECTION D. EMPLOYMENT RESOURCES

### I. JOB SUPPLY AND DEMAND

#### FINDINGS

1. The need for jobs in Richmond has been recognized by the Community Attitudes Subcommittee of the Mayor's Waterfront Development Committee and in the goals statements of the Mayor's Waterfront Development Committee. The following information shows the basis for their concern:

a. The Department of Labor reports that as many as 3,500 workers, or 9.8 percent of the 35,800 persons estimated to be in Richmond's labor force in 1971, are unemployed.

b. A disproportionate number of the unemployed are from racial minority groups. Other sizable segments of the unemployed population are disabled persons and youths entering the labor force for the first time.

2. In 1971 parts of Richmond, including North Richmond and most of the southern coastline, were designated as a Special Impact Area by the U. S. Department of Commerce (see Plate 18). The designation was made in recognition of Richmond's severe unemployment problems and provides potential support for many public works projects which would increase local employment.



3. Three major manpower programs currently operate in Richmond, and one other organization assists business enterprises.



a. The Concentrated Employment Program (CEP) trains enrollees in basic educational and vocational skills. At least 50% of the students must be Vietnam era veterans. CEP also negotiates training contracts with firms that can later employ the trainees. The U.S. Department of Labor is the program's basic source of funds.



b. The Department of Human Resources Development, Richmond Service Center, is funded by the State of California to provide training, counseling, tutoring, job development and placement. It operates the Work Incentive Program (WIN), a training program for public assistance recipients.



c. The Richmond Management Services Corporation, created through the Model Cities Program, furnishes technical, professional, and financial assistance to local commercial and industrial enterprises. This non-profit organization's program for local economic development also includes assistance in promotion, procurement, and training.

4. The local job market employs only 40% to 50% of all employed Richmond residents. Commuting is particularly high, and local employment of residents low, in the fields of construction, "finance, insurance, and real estate", and services.

5. Approximately 15,000 jobs - half of all the jobs in the City - are located in the Coastline Area. Despite a reduction in local activity, manufacturing still supplies 7,300, or about half, of the jobs in the

Coastline Area. Declining employment in manufacturing is due partially to automation and partially to the relocation of several large firms. A similar industrial exodus has affected other cities across the country, as a general result of:

- Relatively high urban tax rate;
- The need for large, inexpensive tracts of land;
- Lower labor costs in other locations;
- The desire to provide personnel with higher quality residential environments.

6. Although employment in retail trade and services is increasing throughout the Bay Area, activity in these sectors is limited in the Coastline Area because most consumers do not live in or have good access to the Coastline Area. In addition, much Coastline Area land is reserved - but not used - for industry, which limits expansion opportunities in retail trade and services.

7. Proposed containerized shipping as an activity by itself will provide a limited number of jobs for local workers. However, on-site local employment during construction phases for development of container terminals, a marina and new residential areas could be substantial. In addition, the new facilities in Project Area 11-A would create continuing local job opportunities.

a. The 1972 EDA feasibility study for the Port of Richmond estimates that new container berths would generate .6 direct jobs per 1,000 tons of cargo. Thus, two container berths handling 500,000 to 600,000 tons of cargo annually would provide from 300 to 360 jobs. Entry to many of these jobs is limited by transportation unions.

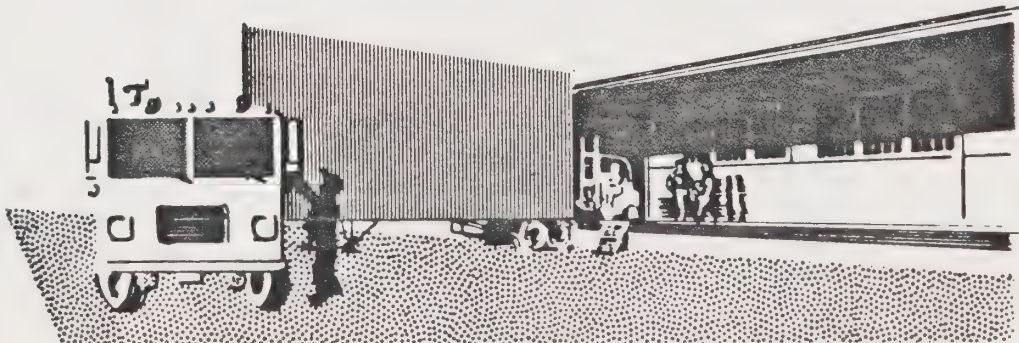
b. Up to two "indirect" jobs for every port job are also projected. There is land available to accommodate many indirect jobs in manufacturing and distribution in Project Area 11-A.

c. The diversified marina, retail and other facilities proposed in the 1972 Williams/Kuebelbeck report would provide an additional 900 jobs in Project Area 11-A.

8. The kind and number of jobs generated by container shipping depend upon the composition and destination of the cargo that passes through the port.

a. The transport of goods to their final destination with a minimum of handling is the trademark of containerized shipping.

b. Only containers bringing goods to Richmond for local and regional distribution would employ workers in opening, unpacking, or warehousing operations. Therefore, distribution, rather than manufacturing or processing, will generate most of Richmond's container-related jobs. Some bulk and non-containerized cargoes may contribute to local processing activity.





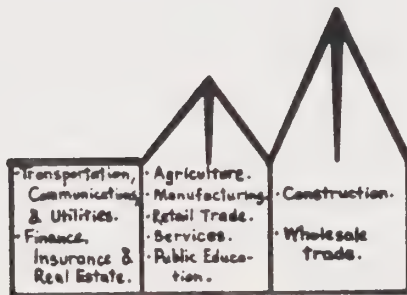
9. Underemployment affects an estimated 3,000 Richmond residents, and rivals unemployment as a serious problem in the Coastline Area. Underemployment is defined as less than full time work or less than poverty level pay. Poverty level pay refers to salaries under the minimum necessary to support a "low" standard of living in this area. The U. S. Department of Labor's Bureau of Statistics estimates that the following budgets would supply a family of four with food, housing, transportation, clothing, personal and medical care, and all other essential items as of Fall, 1971 in the San Francisco-Oakland Standard Metropolitan Statistical Area.

- a. Low standard of living.....\$ 7,971
- b. Intermediate standard.....\$11,683
- c. High standard of living.....\$16,906

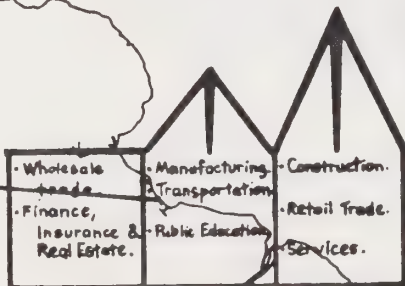
10. The Model Cities program operates a valuable loan guarantee program which guarantees 20% of the face amount of small business development loans. The program acts as an inducement for lending institutions to lend money to small local businesses.

11. Additional training and recruitment of local residents in the construction trades will be needed if the potential for new development in the Coastline Area is realized.

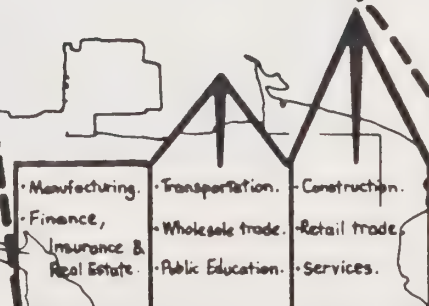
12. Space for industrial development remains available in Richmond's Hensley and Galvin industrial parks. A portion of the Richmond Redevelopment Area 11-A will be reserved for industrial use. This available space at reasonable land cost and with convenient access to transportation is an incentive for firms to locate operations in Richmond.



### NORTHWEST SECTOR

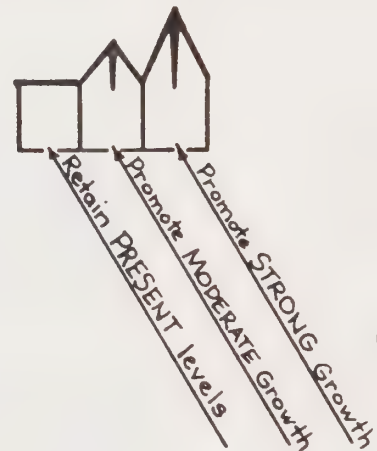


### SOUTHWEST SECTOR



### SOUTHEAST SECTOR

### EMPLOYMENT POLICIES:





## **I. JOB SUPPLY AND DEMAND**

### **POLICIES**

1. Provide Richmond residents with maximum opportunities for meaningful employment, in-service training, and technical as well as professional education.  
(Continuing Policy)

a. Meaningful employment refers to jobs producing annual wages equal to or better than the minimum Bay Area budget for a "low" standard of living.

b. Initiate a program to monitor the development of new job opportunities in Richmond and to refer Richmond residents to such jobs, using the resources of the Concentrated Employment Program, the local office of the California Department of Human Resources Development, and the Greater Richmond Community Development Corporation; work closely with prospective employers to achieve a high proportion of local residents employed locally.

c. Require affirmative action commitments for both the construction, and hiring and employment phases of all developments wherever the City has jurisdiction.





2. Create a better environment for adequate employment with the following types of community action: (Continuing Policy)

a. Economic Development: Promote the development of economic opportunities that utilize a significant number of jobs paying wages equal to or above the minimum for a "low" standard of living in this area.

b. Capital Improvements: Use capital improvements, such as streets, flood control, and recreation facilities, as a catalyst to generate meaningful jobs.

c. Redevelopment: Use the redevelopment process in underutilized industrial and commercial areas to accelerate provision of capital improvements.

d. Manpower Development: Provide the opportunity and incentive for every working age person in Richmond to become more employable.

e. Financial Assistance: Provide financial and managerial assistance to new business enterprises that will locate within the Coastline Area.

3. Develop local employment opportunities in each sector of the Coastline Area by taking the measures shown on Plate 19. (Continuing Policy)

4. Set a target figure of 1,200 jobs as the minimum number to be created through redevelopment in Project Area 11-A. (Continuing Policy)

5. In the Northwest Sector of the Coastline Area, encourage growth in the following employment categories by taking these actions (see Plate 19): (Continuing Policy)

a. Agriculture: Promote the development and retention of labor intensive forms of agricultural operations such as truck farming and floriculture.

b. Construction: Urge early development of public facilities such as the North Richmond Access and the flood control and recreation facilities proposed by the U. S. Army Corps of Engineers.

- The Access route will improve transportation economies for manufacturing enterprises, encourage more distribution activities, and thus create a setting favorable for more jobs in this sector.

- The recreation and flood control facilities, as well as the Access route, will stimulate other construction jobs in development of additional dwellings and neighborhood facilities in the residential communities of North Richmond and Parchester by improving the environment for such growth.

c. Manufacturing: Strive to obtain some diversification from the predominantly petrochemical line, and stimulate the development of small local fabricating firms.

d. Wholesale Trade: Promote various forms of entrepreneurship involving the distribution of goods to industrial and commercial establishments.

e. Retail Trade: Create new opportunities for employment in retail sales establishments.

- Expand the local market for food and general merchandise through efforts to increase the local housing stock.
- Help insure the viability of local retail outlets by increasing the available amount of disposable income in the area through efforts to help residents boost their earning power.



f. Services: Create employment opportunities in the various forms of services - personal, repair, recreational. This would include barber and beauty shops, automotive and appliance repair, and park and recreation supervision and maintenance.

g. Public Education: Provide additional job opportunities in child care, nursery schools, elementary schools, and outdoor education.



6. In the Southwest Sector of the Coastline Area, encourage growth in the following employment categories by taking these actions (see Plate 19): (Continuing Policy)

a. Construction: Urge early development of such public improvements as the roadway connection of Garrard and Canal Boulevards, the proposed recreation facilities at Point Richmond South and at the San Pablo Peninsula, and development of pedestrian and bicycle access to the Bay shoreline north of the bridge toll plaza.

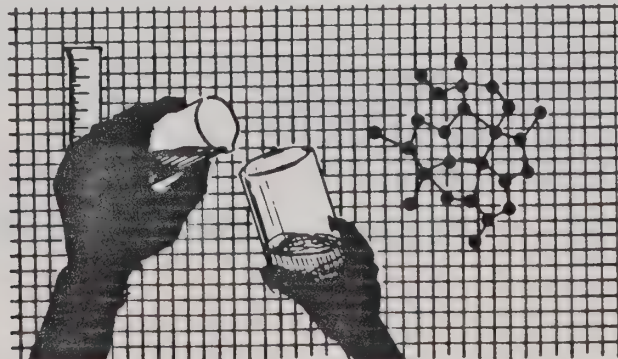
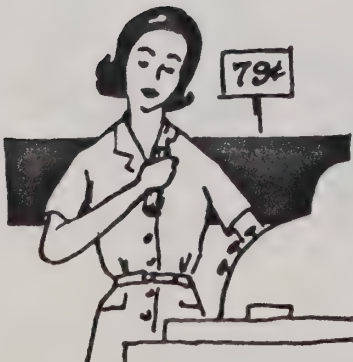
b. Manufacturing: Provide special support to the establishment of additional scientific instrument research and development operations.

c. Transportation: Create additional employment opportunities through expansion of current port operations at Shipyard 3 as well as rail and motor freight shipping and warehousing.

d. Retail Trade and Services: Create new opportunities for employment in retail sales and service establishments by promoting development of new outlets and expansion of existing ones as an outgrowth of new residential and recreational development at:

- Point Richmond
- Brickyard Cove
- George Miller Regional Park
- San Pablo Peninsula

e. Public Education: Provide additional job opportunities in childcare at Point Richmond.



7. In the Southeast Sector of the Coastline Area, encourage growth in the following employment categories by taking these actions (see Plate 19): (Continuing Policy)

a. Construction: Promote employment opportunities for construction workers through development of port, marina, housing and related improvements in the area surrounding the Inner Harbor Basin (Redevelopment Project Area 11-A).

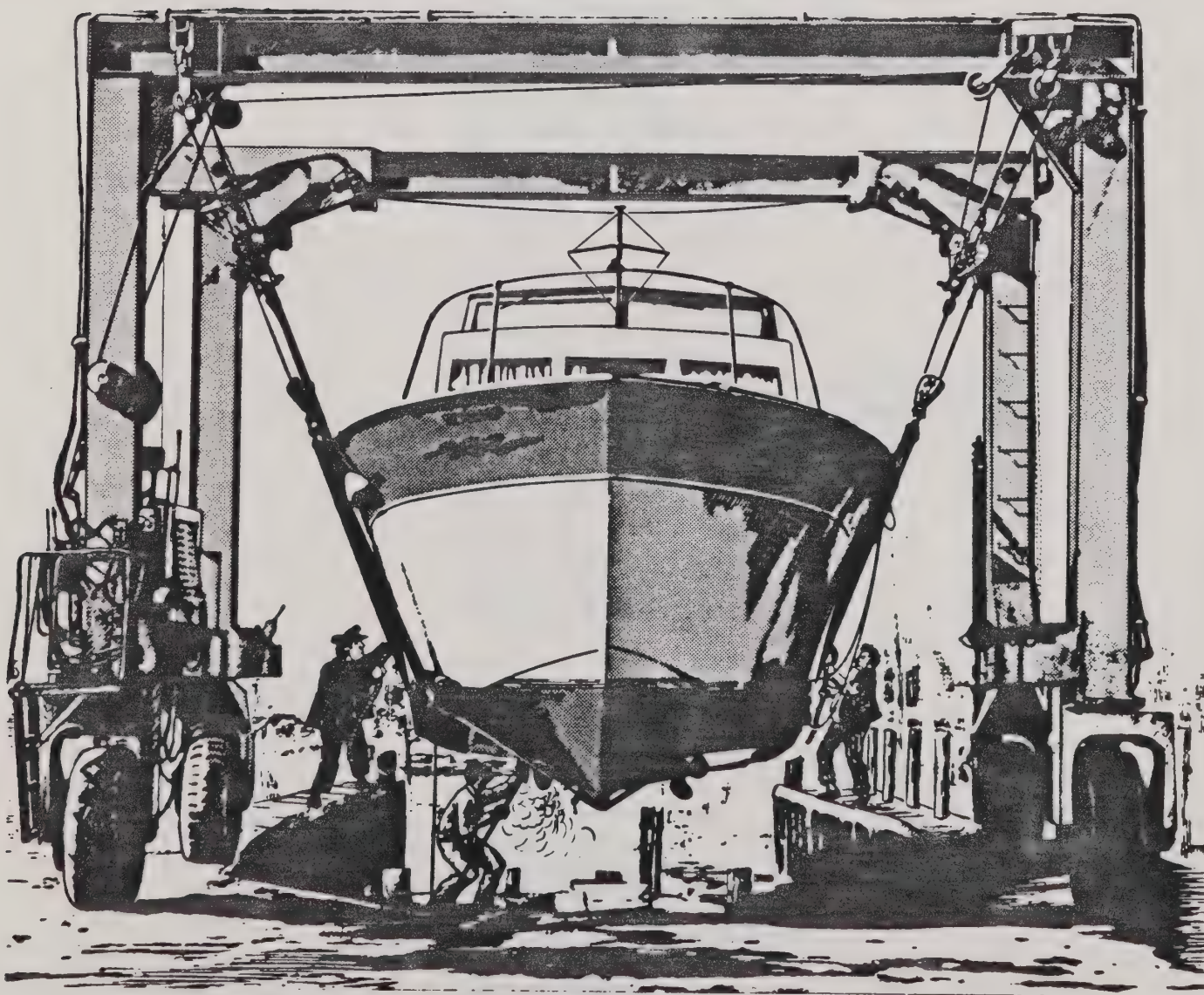


b. Transportation: Encourage creation of employment opportunities in marine terminals, container packaging, rail and motor freight handling facilities.

c. Wholesale Trade: Encourage an expansion of local employment opportunities in distribution activities such as those provided by United Grocers and Safeway.



d. Retail Trade and Services: Establish employment opportunities in the area surrounding the Inner Harbor Basin in food stores, bait and tackle shops, ship chandleries, boating equipment and hardware, boat sales and rental, boat repair facilities, boat and storage areas, fuel docks, restaurants, and snack bars.



e. Public Education: Provide opportunities for employment by creating a job training center for repairing household appliances.





## ACKNOWLEDGEMENTS

### MAYOR'S WATERFRONT DEVELOPMENT COMMITTEE

Chairman: Don O. Horning

Members: Thomas Black\*  
Margaret Cartwright  
Edward D. Collins\*  
George Day\*, Chairman, Community  
Attitudes Subcommittee  
F. M. Dorward  
Ruth Duncan  
Harry H. Erwin\*  
Warren Grant  
Charles B. Hahn  
Wm. H. Hall  
Louise Hammond  
Michael J. Harr  
Walter D. Hughes\*  
Roscoe Hunter  
Albert A. Huntley  
Charles E. Iverson  
Stephen Johnson  
Donald Lambrecht, Chairman, Property  
Owners' Interests Subcommittee  
David Larson  
Douglas E. Lord  
Morel J. Marshall  
James W. O'Connor  
John Tipping (alternate)  
Charles T. Williams  
Robert Walker

### RICHMOND CITY COUNCIL

A. E. Silva, Mayor  
B. T. Anderson, Vice Mayor  
Nathaniel Bates  
Nello Bianco  
Gary Fernandez  
S. T. Grydyk  
George L. Livingston\*  
Richard N. Nelson  
Gay Vargas  
Don Wagerman

\*not current member

## GENERAL ADVISORS

California Council on Intergovernmental Relations

Urban Planning Department, Division of Highways,  
District 4

Association of Bay Area Governments

San Francisco Bay Conservation and Development  
Commission

City of El Cerrito Planning Department

City of Pinole Planning Department

City of San Pablo Planning Department

Richmond Model Cities Program

HUSCICON

People for Open Space

Save San Francisco Bay Association

Richmond Industrial Development Commission

Council of Richmond Industries

Richmond Chamber of Commerce

Contra Costa County Planning Department

North Richmond-San Pablo Bay Study

Richmond Recreation and Parks Department

Richmond Port Operations Department:

Captain Thomas R. Eddy, Port Director  
Marguerite Sowl



**SPECIAL TECHNICAL ADVISORS**

Miles M. Athey  
Marine Ecological Institute

Will Perry  
Contra Costa County Disaster Office

Willard Greenwald  
California Department of Fish and Game

Don Nichols  
United States Geological Survey

Joseph T. O'Connor  
Geologist

Rafat Shahid  
Contra Costa County Health Department

Dick Thuillier  
Bay Area Air Pollution Control District

Thomas Tobin  
Bay Conservation and Development Commission

Lawrence Welch  
Contra Costa County Soil Conservation Service

**RICHMOND CITY PLANNING DEPARTMENT**

Charles E. Woodward, Planning Director

Mary K. Robinson, Project Manager

Lois H. Scott, Associate Planner

Sharon Rothmel, Assistant Planner

Graphics and Design: Wendy Bertrand  
Ronald Meux  
Anita Miller  
Gerald Rasmussen  
Irene Rypinski

**Typing and Editorial Assistants:**

**Roberta Koenig  
Marcella Morrison**

**EAST BAY REGIONAL PARK DISTRICT**

**Lewis Crutcher, Chief of Plans,  
Designs & Construction**

**RICHMOND REDEVELOPMENT AGENCY**

**John Kenyon, Planner**